



REPORT OF THE TRUSTEESHIP COUNCIL TO THE SECURITY COUNCIL ON
THE TRUST TERRITORY OF THE PACIFIC ISLANDS FOR THE PERIOD
2 APRIL 1952 TO 21 JULY 1953

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 2 April 1952 to 21 July 1953.

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INTRODUCTION

In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 8 March 1949 and with resolution 46 (IV), 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 TERRITORYExamination 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 1 July 1951 to 30 June 1952 was transmitted to the members of the Trusteeship Council on 13 April 1953^{1/} and was placed on the agenda of the twelfth session.

Mr. F.E. Midkiff, High Commissioner of the Trust Territory, who had been appointed as the special representative of the Administering Authority, answered oral questions of members of the Council during the 467th and 468th meetings.

At the 466th meeting of the Council, Mrs. D. Kabua, an elected representative of the Marshallese Congress, addressed the Council as a member of the United States delegation.

During the 468th, 469th and 470th 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 the Dominican Republic, France, Syria and the United Kingdom, 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.

1/ T/1047.

The draft^{1/} prepared by the Drafting Committee was considered and adopted by the Council at its 479th meeting, and forms Part II of the present report.

Petitions

The Council had before it at its twelfth session eighteen petitions concerning the Trust Territory of the Pacific Islands which had been received by the Visiting Mission.

The Standing Committee on Petitions, composed of the representatives of Belgium, the Dominican Republic, El Salvador, New Zealand, the Union of Soviet Socialist Republics and the United States of America, carried out a preliminary examination of the petitions and the observations of the Administering Authority and the Visiting Mission on them during its 80th, 83rd and 86th meetings and submitted a report^{2/} thereon to the Council.

The report of the Standing Committee was considered by the Council at its 479th meeting and sixteen resolutions were adopted as follows:

<u>Petitioner</u>	<u>Petition doc. symbol</u>	<u>Resolution</u>
Petition from representatives of the People of Saipan	T/PET.10/8	848 (XII)
Petition from Mrs. A. Enaimelei on behalf of the Women of Palau	T/PET.10/9	849 (XII)
Petition from Mr. Alfonso	T/PET.10/10	850 (XII)
Petition from Madam Ana	T/PET.10/11	851 (XII)
Petition from Mr. M. Iriarte	T/PET.10/12	851 (XII)
Petition from Mr. L. Henry	T/PET.10/13	852 (XII)
Petition from Mr. F. Rodriguez	T/PET.10/14	853 (XII)
Petition from Officials of the Kiti District	T/PET.10/15	854 (XII)
Petition from Mr. Carl Kohler, Chairman, People's House, Ponape Congress	T/PET.10/16	855 (XII)
Petition from Mr. M. Iriarte	T/PET.10/17	855 (XII)
Petition from Mr. Emerico Mallarme	T/PET.10/18	856 (XII)
Petition from Mr. J. Iriarte	T/PET.10/19	857 (XII)
Petition from Mr. Lianter Elias	T/PET.10/20	858 (XII)
Petition from Representatives of the Storekeepers, Magistrates and People of the Marshall Islands	T/PET.10/21	859 (XII)

1/ T/L.366.

2/ T/L.369.

<u>Petitioner (continued)</u>	<u>Petition doc. symbol</u>	<u>Resolution</u>
Petition from Mr. Gordon MacGibbon and others	T/PET.10/22	860 (XII)
Petition from Mr. Alesea David and others	T/PET.10/23	861 (XII)
Petition from Mr. Takeshi Hadley	T/PET.10/24	862 (XII)
Petition from the Chiefs and People of Kiti	T/PET.10/25	863 (XII)

The content of the more important petitions and the action taken on them by the Council are dealt with in Part II, Conditions in the Trust Territory, of this report.

Visiting Mission

The Council at its 456th meeting, during the second part of its eleventh session, appointed a Visiting Mission composed of Mr. Enrique de Marchena (Dominican Republic) as Chairman, Mr. Leon Pignon (France), Mr. Najmuodin Rifai (Syria), and Mr. W.A.C. Mathieson (United Kingdom), to visit the Territory.

At the 457th meeting of the same session the Council adopted a resolution^{1/} setting forth the terms of reference of the Visiting Mission. 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 General Assembly resolution 321 (IV) of 15 November 1949; to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and of the resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Territory, in petitions received by the Council relating to the Territory, in the report of the first periodic visiting mission to the Territory, and in observations of the Administering Authority on those reports; to accept and receive petitions - without prejudice to its acting in accordance with the Council's rules of procedure - and to investigate on the spot, in consultation with the local representatives of the Administering Authority, such of the petitions received as, in its opinion, warranted special investigation; to examine, in consultation with the Administering Authority, the measures taken and to be taken

^{1/} Resolution 642 (XI).

in respect of the provision of information about the United Nations to the peoples of the Trust Territory on the Council's resolution 36 (III) of 8 July 1948, and to undertake the duties enumerated in Council resolution 311 (VIII) of 7 February 1951 on the same question. The Council requested the Visiting Mission to transmit to it a report on its findings with such observations, conclusions and recommendations as it might wish to make, not later than 10 June 1953.

The Mission was accompanied by six members of the Secretariat and on 16 February 1953 arrived in Honolulu, where it spent four days in discussions with the Acting High Commissioner of the Trust Territory, Mr. J.A. McConnell, with his headquarters staff and with the Commander-in-Chief of the United States Pacific Fleet, Admiral A.W. Radford.

After a brief stay at Guam for purposes of arranging its itinerary, the Mission spent the period from 23 February to 27 February in the Yap and Palau districts (Western Carolines) where it visited the Islands of Yap, Koror, Babelthau and Angaur. Returning briefly to Guam for discussions with officials of the Trust Territory liaison office, the Mission visited the islands of Saipan and Tinian (Northern Marianas) on 28 February. Arriving in the Truk district (Eastern Carolines) on 3 March, it visited the islands of Moen and Dublon, which latter had been designated as a suitable site for the future headquarters of the Trust Territory, and also the outlying island of Fal Pungs. On 5 March the Mission departed for Ponape (Eastern Carolines). The period 6 to 10 March was spent in the Marshall Islands, where the Mission visited the principal island of Majuro and made an inspection trip to the outlying islands of Rongrong and Laura. The Mission left the Trust Territory of the Pacific Islands on 10 March and subsequently visited the three other Pacific Trust Territories before returning on 16 May to United Nations headquarters, where it unanimously adopted its report on the Trust Territory of the Pacific Islands^{1/} on 26 May.

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 1952 at the 466th to 470th meetings and the 479th meeting in the course of the twelfth session.

1/ T/1055.

At its 482nd meeting the Council adopted a resolution^{1/} in which it took note of the report of the Visiting Mission; expressed appreciation of the work accomplished on its behalf; draw attention to the fact that at its twelfth session, in formulating its own conclusions and recommendations on conditions in the Territory, it had taken into account the observations and conclusions of the Visiting Mission; decided that it would continue to take these observations and conclusions into account in the future examination of matters relating to the Territory; and, invited the Administering Authority to give the most careful consideration to the conclusions of the Visiting Mission as well as to the comments made thereon by the members of the Trusteeship Council.

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

^{1/} Resolution 648 (XII).

PART II. CONDITIONS ON THE TRUST TERRITORY

I. GENERAL

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

General considerations

The Trust Territory has three outstanding physical characteristics which bear upon the problems of administering it and leading its inhabitants towards the objectives fixed by the Charter. These factors are the great area of ocean over which its 96 distinct and mostly very small island units are distributed; the paucity of its apparent economic resources; and the ethnic, cultural and linguistic diversity of its population of some 57,000 inhabitants, of whom three-fifths live on six principal island units and the remainder are widely scattered.

A particular emphasis was laid upon these factors by the Visiting Mission of 1953. It pointed out that to administer the Territory the Administering Authority must maintain six separate administrative centres and furnish them with sea and air communications. The isolation of many communities indicated that the development of democratic processes of local government would necessarily be gradual. The fact that the Territory had meagre and poorly-developed resources magnified the difficulty, placing a basic obstacle in the way of both the immediate development of a self-sufficient economy and the maintenance of an adequate communications system.

The Mission reported that the Administering Authority frankly stated that the geographical factor, the cultural and linguistic differences of the people and their ethnocentricity appeared as the chief problem in the political, economic and social adjustment of the Territory to the modern world. The Mission was able to appreciate fully the significance of this statement, and made its recommendations on this basis.

At its twelfth session, the Council adopted the following conclusions relating to the report of the Visiting Mission and to the presence in the delegation of the Administering Authority of two inhabitants of the Marshall Islands:

The Council, considering that the report of its 1953 Visiting Mission to the Trust Territory presents a valuable review of the essential characteristics and problems of the Territory, of the policies and accomplishments of the Administering Authority, and of the directions in which further progress may be made in the advancement of the Territory and its inhabitants, and having taken the Mission's report into account in its examination of conditions in the Territory, commends the findings and recommendations of the Mission in General to the earnest consideration of the Administering Authority.

The Council, recalling the action taken by the General Assembly and itself in favour of the participation of indigenous inhabitants of the Trust Territories in its work, notes with pleasure the inclusion by the Administering Authority in its delegation, on the occasion of the examination of conditions in the Trust Territory, of two Micronesians resident in the Marshall Islands District.

Observations of members of the Council representing
their individual opinions only

General considerations

The representative of France supported the representative of the United Kingdom in stressing the importance of the characteristics and problems peculiar to the Territory, mentioning in particular the consequences of the successive administration of the Territory by Spain, Germany, Japan and now the United States, and of war-time devastation which had to be seen to be appreciated. The inhabitants, a gifted and well-balanced people, had survived their past ordeals without becoming unstable, but now wished to have their future secured.

The representative of El Salvador stated that in spite of the unfavourable circumstances obtaining in the Trust Territory - the vast oceanic zone over which the very small island areas were scattered, the negligible resources and the diversity of population - the Council could not but be aware that the Administering Authority was endeavouring to overcome these obstacles as far as possible and that there had been improvements during the year under review in all fields of development.

The representative of Australia drew the attention of the Council to the over-all tone of commendation which also ran through the report of the Visiting Mission. His delegation felt that these commendations had been well-merited.

The representative of China said that his delegation had been very favourably impressed by the record of general progress in the administration of the Territory. He mentioned the traditionally thoughtful and sympathetic approach which the Administering Authority had made to all the problems of administration. His delegation, he added, fully endorsed the conclusions of the Visiting Mission.

The representative of the Dominican Republic wished to stress the fact that the Trusteeship System had a unique application in the Trust Territory because of the diversity of the Territory itself and the kaleidoscopic nature of its population, and because of the situation of the Territory and the ravages of war. His delegation was convinced that the work to be done in such an area was that of political and technical rehabilitation.

The representative of Syria stated that he could not escape the feeling that the ultimate constitutional form of the widely-scattered islands, with their paucity of resources and very small number of inhabitants, was still shrouded in mystery.

The representative of the Union of Soviet Socialist Republics stated that all the information before the Council had led his delegation to the conclusion that the Administering Authority was not fulfilling its obligations under the Charter and the Trusteeship Agreement.

The special representative of the Administering Authority stated that the first-hand observations of the very competent Visiting Mission had been of prime value to the Administering Authority. He was indebted to the Council for its constructive handling of the report of the Administering Authority and for the many sound suggestions which had been made for improving the administration and further benefiting the people of Micronesia.

Representatives of the population

The representatives of the United Kingdom, France, China, Thailand, Syria and El Salvador expressed appreciation of the fact that the Administering Authority had included in its delegation two representatives of the indigenous population.

Form and content of annual report.

The representatives of El Salvador, New Zealand, Australia and Thailand paid tributes to the value of the annual report submitted by the Administering Authority

The representative of Syria found the report well organized and covering almost every aspect of life in the Territory, but lacking in certain indispensable details. He hoped that future reports would not be wanting in detailed information on past achievements as well as on future plans, in the case of the separate districts and the Territory as a whole.

II. POLITICAL ADVANCEMENT

Outline of conditions in the Territory and recommendations
adopted by the CouncilAdministration of the Territory

Previously under the control of the United States Navy Department, the administration of the Trust Territory was transferred on 1 July 1951 to a High Commissioner appointed by the President and responsible to the Secretary of the Interior. The transfer, an action which the Trusteeship Council had anticipated and noted with satisfaction, was reported by the Administering Authority to have taken place smoothly and with virtually no interruption of government services.

The Administering Authority submitted to the Council the texts of the relevant orders establishing civil control. They included a message from the Secretary of the Interior which forms, with the Charter and the Trusteeship Agreement, the basis of government for the Territory and which states, inter alia: "The department will dedicate itself to the principle that the interests of the indigenous inhabitants are paramount, subject only to the requirements of international peace and security. It will foster the maximum practical participation by indigenous inhabitants in their own governmental, social and economic affairs."

Since those orders were issued a part of the Territory has been transferred to administration by the Navy. The Visiting Mission reported that by an Executive Order of 10 November 1952 an area including the islands of Saipan and Tinian (whose populations are 5,209 and 390 respectively) in the Northern Marianas had been returned, for security reasons, to Navy administration with effect from 1 January 1953. For reasons of administrative efficiency it is anticipated that the area so transferred will be administered by a local naval administration stationed at Saipan. The Mission was assured by the Commander-in-Chief of the United States Pacific Fleet that every effort would be made to ensure continuity of administrative policy and the fullest co-operation with the High Commissioner and staff of the Trust Territory. On the islands of Saipan and Tinian, the Mission found no signs of dissatisfaction among the indigenous population with this change.

The Visiting Mission, while recognizing that the Chamorro people of the Saipan district had little in common with the other islanders and were more closely related to the people of Guam, expressed the hope that the closest attention would be given to preserving the unity of the Trust Territory by constant liaison on all matters of administrative policy and by encouraging the Saipanese to participate fully with the people of other districts in the political, educational and economic fields.

Together with the Saipan district, the Territory consists of five administrative districts - Palau and Yap (a sub-district until 1 July 1951) in the Western Carolines, Truk and Ponape in the Eastern Carolines, and the Marshall Islands - each of which is administered by a district administrator and his staff under the general supervision of the High Commissioner. The Visiting Mission found that a degree of autonomy was enjoyed by the District Administrators, to whom was delegated operational responsibility for the carrying out of programmes emanating from the High Commissioner and his headquarters staff.

This degree of autonomy was the result, the Mission observed, of the last distances involved. The Mission also considered that the tremendous distance which separated the headquarters of the High Commissioner, situated temporarily at Honolulu, from the scene of operations in the Territory, was the principal weakness in the present organization. On this matter, the Trusteeship Council had expressed a continuing interest since its fifth session in the desirability of establishing the seat of government within the Territory itself. It was informed at the twelfth session that Dublon Island in the Truk Atoll had now been designated as the permanent seat. The Visiting Mission inspected the proposed site and considered it to have all the desirable physical characteristics.

At the same time, the Mission saw many disadvantages in transferring the headquarters to a place within the Trust Territory. It pointed out that the distances to the various administrative centres, although greatly reduced, would still present serious problems of communication so long as funds available for transportation were kept to a minimum. There would be increased difficulties of liaison with government departments in Washington and Navy headquarters in Honolulu; and, most important, there would be difficulty in retaining the existing

senior staff and obtaining new personnel of a high calibre. The Administering Authority informed the Council that the factors involved would have to be carefully weighed before a final move was made, and that no funds were yet being requested for the construction of the facilities that would be needed.

It is the policy of the Administering Authority to replace non-indigenous personnel by Micronesians as often as suitably qualified candidates become available, and the Visiting Mission noted an increasing participation of Micronesians in government at the higher levels, especially in the educational and health services and the judiciary. The Administering Authority informed the Council that a training specialist was establishing in the Truk district, as a pilot project, an in-service training programme of wide scope with the purpose of accelerating the training of Micronesians to replace American personnel wherever practical. Micronesians employed by the district administrative units and the islands constabulary on 30 June 1952 totalled 1,564, as compared with 1,539 a year previously. Some 130 of them, mostly in the Palau and Marshalls districts, were classified as administrative assistants, accountants, interpreters, medical practitioners, school principals, etc. At the same date, a total of 301 United States civil service employees held higher posts, as well as a number of technical and clerical positions, in the headquarters and district administrations.

The Mission commented at some length on the conditions and calibre of the civil service personnel. In a general comment, it stated that it had been greatly impressed by the quality and devotion displayed, particularly by the senior staff at headquarters. It observed also that some of the technical staff was of high calibre. Among the district personnel, however, the Mission occasionally encountered instances where a greater degree of experience and training might have been desired. It remarked that with few exceptions the administrative personnel did not possess a knowledge of the indigenous languages and that on certain levels a degree of segregation existed. The Mission attributed these problems to the difficulty of obtaining highly qualified personnel for service in remote areas with few social amenities. Urging greater security of employment and possibilities of promotion, the Mission expressed the opinion that the existing regulations, which did not provide for adequate continuity of service, were contrary to the interests

of the Territory. It also thought that greater emphasis should be given to pre-service and in-service training which would give personnel a greater understanding of the cultures, traditions and problems of the Micronesians and at least a familiarity with the languages.

The Administering Authority informed the Trusteeship Council of its awareness of these personnel problems. It stated that on the whole the staff met the necessary standards of education, training and performance, and that a steady increase in its quality and ability which had taken place over the previous two years would be continued. As regards special training, staff members were given an orientation in Honolulu before assignment to the Trust Territory, and attention was being given to an extension of this training to provide additional study in the fields of ethnology and anthropology.

At its twelfth session, the Council adopted the following conclusions and recommendations on the foregoing administrative matters:

The Council, noting that subsequent to the transfer of administrative responsibility for the Territory from the Department of the Navy to the Department of the Interior a part of the Territory has again been placed under naval administration, requests the Administering Authority to ensure that the general policies applied in respect of all parts of the Territory may be so co-ordinated as to meet the evident need of the inhabitants for a period of stability in administration and to preserve the identity of the Territory as a whole.

The Council, noting with interest the observations of the Visiting Mission upon the importance of securing suitably qualified administrative and technical staff for service in the Territory on a sufficiently long-term basis, and noting the awareness on the part of the Administering Authority as to the scope of this problem, commends the suggestions of the Visiting Mission in the matter to the continuing attention of the Administering Authority.

The Council, recalling the opinions which it has previously expressed as to the desirability of establishing the administrative headquarters of the Territory within the Territory itself, notes with interest that a site has now been selected; notes, however, that the Visiting Mission found the advantages and disadvantages of a move to this site fairly evenly balanced, and that the Administering Authority is

conscious of these conflicting considerations; recommends that the Administering Authority continue to study all the implications of a decision on the matter, having due regard not only to those of immediate practical importance but also to those which may arise from the progressive assumption of responsibility by the indigenous inhabitants; and requests it to include in its next annual report the results of such further study.

Development of self-government

The Administering Authority does not find it possible to estimate, in the terms of General Assembly resolution 558 (VI), a specific period of time in which the Trust Territory as a whole may achieve the objective of self-government or independence. It considers that the widely differing stages of development in various parts of the Territory preclude any forecast of the time required to provide the stability which, it feels, must accompany political advancement.

The characteristics of the Territory which have been mentioned earlier seemed to the Visiting Mission to make it difficult to conceive of the Territory as a single political unit. The Mission found great insularity among the majority of the inhabitants and in some instances a degree of cultural hostility between the members of different island groups. Yet it observed, with commendation, that a significant measure of political advancement had been achieved during the past seven years, and attributed this primarily to the fact that the Administering Authority had placed special emphasis upon education, advice and encouragement, thereby creating a desire among the inhabitants for political advancement and for increasing responsibilities compatible with their abilities.

The absence of cultural and political homogeneity in the Territory and its people has led the Administering Authority to concentrate in the first instance on developing forms of self-government on a purely local scale. It is on this local level, known as the municipality, that the greatest progress has been made. As the Trusteeship Council has urged and noted with approval since its fifth session, an increasing number of municipalities have been encouraged to elect their officials, principally those known as magistrates, by methods of popular and secret vote. The Council at its tenth session expressed the hope that these efforts to replace the hereditary by the electoral system would be intensified; it learned

subsequently from the Visiting Mission that out of a total of 117 municipalities (one more than in 1951) 97 had elected their magistrates, an increase of 29 since 1950, leaving 8 more conservative communities where the position was still held by hereditary chiefs and 12 in which the Administration made the appointment after consultation. The Mission felt that in some areas the adoption of democratic principles might be more apparent than real, since the hereditary chiefs still retained their customary authority and might invariably be elected to office, but more generally it observed an increasing tendency to evaluate the capabilities and performance of seekers of office. The Administering Authority subsequently commented that it felt it desirable that there should not have been any drastic casting-off of traditional authority before the people were sufficiently adapted to the new cultures which they were meeting.

On the regional or district level, where the Trusteeship Council has previously encouraged the Administering Authority's efforts to develop representative organs, the Administering Authority and the Visiting Mission reported advances in the field of self-government, but at a slower pace than on the municipal plane. The Mission was impressed in particular by the bi-cameral Marshallese Congress, convened for the first time in 1950, which it considered to be one of the most effective of the local government bodies in the Territory. A new congress for Ponape Island, rather than for the Ponape district as a whole, similarly constituted in 1952 of a house of hereditary leaders and an assembly of elected representatives, appeared to the Mission to be still in a somewhat rudimentary stage. The Truk district has two regional councils of chiefs but no district-wide organization; in October 1952, however, the Administration held a conference of all the island chiefs to discuss common problems, and the Mission considered that further conferences of a similar kind would be most desirable. The Administering Authority subsequently informed the Trusteeship Council that annual conferences were in fact planned, as a step towards regional integration and the eventual formation of a regional congress.

The Saipan district presents a somewhat different situation. Approximately 86 per cent of the population resides in the municipality of Saipan. The Mission was informed that the establishment of a district council had been postponed at the request of the municipalities pending decision on matters which included the

re-organization of the Saipan municipality. It expressed the opinion, however, that the establishment of a district-wide council should not be delayed.

In the two remaining districts of Palau and Yap the Mission found that little change had taken place since 1950. The Palauans, relatively highly sophisticated, had been among the first to establish a regional congress, but the Mission - with whose views the Administering Authority indicated to the Council its general agreement - gained the impression that, in spite of the progress which had been made, the Congress was at present somewhat lacking in effectiveness and relied unduly upon the leadership of the Administration. The Mission, feeling that the Palauans were going through a difficult phase of adjustment after years of direct Japanese rule and of war, believed that every effort should be made to develop initiative in the Congress and to give it increasing responsibility compatible with the abilities of its members. Yap, on the other hand, is the least advanced of all the districts. The Mission found the people clinging strongly to their traditions and unlikely to show for some time to come a desire for democratic representation in local government.

In commenting generally upon these regional bodies, the Mission stressed that they were at present essentially consultative organs, although in practice the district administrators appeared rarely to seek to impose local regulations without first obtaining their approval. The principal weakness of the councils rested in their reluctance to express themselves in a forthright manner, but the Mission was satisfied that every effort was being made to induce greater confidence in them. The Administering Authority subsequently explained to the Council that it was seeking to provide judicious assistance in the form of advice to members and explanation of procedures, rather than in the form of direct leadership by the Administration.

On the territorial level, the development of a territory-wide legislative body is included in the long-range plans of the Administration but the Administering Authority states that problems of transportation, communication and, even more important, the divisive effect of ethnocentricity must be overcome before the plan can be carried out effectively. However, as previously reported to the Trusteeship Council - which has on all appropriate occasions urged the Administering Authority to proceed in this direction - some preliminary steps have

been taken or are contemplated. The Administering Authority again assured the Council at its twelfth session that it wished to develop a territorial advisory and eventually legislative body composed of local inhabitants as soon as possible. It intended, but had not yet found it practicable, directly to associate the inhabitants, as the Council had suggested, in the work of the newly-formed legislative advisory committee consisting of five heads of staff departments. However, the Visiting Mission was informed that, as a further step towards the eventual establishment of a representative body, the Administration would convene a conference of representatives of the district advisory bodies. The Mission observed that the conference - which the Administering Authority informed the Council would be held at Truk in July 1953 - had the purpose of encouraging the participants to assume responsibility in administering their own affairs and providing them with an appreciation of the meaning of self-government.

The Mission, although attaching great importance to these developments, felt it necessary to observe that the vast distances between islands, the lack of transportation, the cultural diversity of the territory, the extreme insularity and the absence of a common language constituted formidable difficulties in the way of political unification. Undoubtedly these difficulties would be reduced as economic progress was achieved and a high level of political consciousness reached, but a central body, if established, could not for some time be more than an inter-regional commission which might usefully attempt to co-ordinate economic and other problems. The Mission recommended that at the present stage, attention should be devoted primarily to the development and improvement of the regional and district organs, and that these should be granted greater legislative authority as their capabilities improved, until ultimately they might become fully responsible for local legislation affecting their districts.

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

At its twelfth session, the Council adopted the following conclusions:

The Council welcomes the observation of the Visiting Mission that in spite of the peculiar difficulties arising from the geographical and ethnical characteristics of the Territory a significant measure of political advancement has been achieved; supports the Administering Authority in its decision to concentrate in the first instance on developing forms of self-government at the district level; and in this connexion notes with satisfaction a further increase recorded during the past year in the number of municipalities electing their officials by methods of popular suffrage and the intention of the Administering Authority to hold a central conference of district representatives to discuss local and district matters of common concern.

The Council notes with interest the continuing efforts of the Administering Authority to establish representative organs of government on a district basis and, while encouraging the Administering Authority to proceed with its plans to create such organs in all districts, recommends that it take all practicable measures to ensure that in each district, and particularly for the time being in the case of Saipan, the island or atoll containing the district headquarters does not assume a disproportionately dominant position in relation to the interests of the outlying areas; and recommends further that the Administering Authority, bearing in mind the eventual establishment of a central representative organ for the Territory as a whole, endeavour to develop as far as practicable district forms of self-government along uniform lines.

The Council, recalling its previous suggestions in favour of the taking of all practicable steps towards the creation of a territory-wide legislative body, takes note of the observation of the Visiting Mission that the physical and cultural diversity and dispersion of the Territory and its inhabitants constitute formidable difficulties in the way of political unification; and supports the view of the Visiting Mission that the most practicable approach to the establishment of a central legislature is by way of the development of regional and district organs and the grant to them of increasing legislative authority as their capabilities improve, until ultimately they may become fully responsible for local legislation affecting their districts.

Organic Act: international treaties

The enactment of organic legislation for the Trust Territory, on which the Council had made recommendations at its seventh, eighth and tenth sessions, continued to await action by the Congress of the United States. The Administering Authority reported that a draft law had been re-submitted to the Congress in January, 1953 and that hearings on it by the appropriate committee of the House of Representatives were planned for the month of July. A petition from the representatives of the people of Saipan,^{1/} transmitted to the Council by the Visiting Mission, referred to the desirability of an organic act.

Responding to a request made by the Council at its tenth session, the Administering Authority submitted a list of 16 international treaties, agreements and conventions which, in the course of a continuing review, it had determined to be applicable to the Trust Territory. The list included telecommunications agreements, the Philippines-United States mutual defence treaty (1951), the security treaty between Australia, New Zealand and the United States (1951), the treaty of peace with Japan (1951) and an agreement extending the territorial scope of the South Pacific Commission to Guam and the Trust Territory (1951). While finding International Labour Organisation conventions and recommendations to be generally inappropriate to conditions in the Territory, the Administering Authority stated that the Administration was complying with their basic intent whenever possible.

At its twelfth session, the Council adopted the following conclusion:

The Council, recalling its previous recommendations favouring the enactment of basic legislation for the Territory, and considering that the adoption of a suitable Organic Act will serve the best interests of the inhabitants, is pleased to note that a draft law has been re-submitted to the Congress of the United States, and expresses the hope that such legislation will be enacted in the near future.

^{1/} T/PET.10/8. For the action taken by the Trusteeship Council on it, see resolution 848 (XII).

Judicial organization

The judiciary was reorganized during the period covered by the annual report examined by the Council at its twelfth session. It consists now of (a) the appellate division of the high court, composed of three judges assigned by the chief justice from a panel of temporary judges designated by the Secretary of the Interior; (b) the trial division of the high court (formerly the district court), consisting of the chief justice and/or the associate justice, who are appointed by and responsible to the Secretary of the Interior, together with special judges for each district in the trial of murder cases; (c) a district court (formerly the justice court) for each administrative district, consisting of a presiding judge and one or more associate judges appointed by the High Commissioner upon recommendation of the chief justice; and (d) a community court for each community, consisting of a presiding judge and one or more associate judges appointed by the district administrator upon nominations by popular vote or otherwise, as he deems most in accord with the wishes of the people and consistent with the proper administration of justice.

The Council's previous interest in the judicial system had been directed particularly to the training and participation of indigenous inhabitants in the higher tribunals. The Administering Authority informed it at the twelfth session that, to that end, Micronesians had been appointed to all judicial positions in the district courts. The only two permanent non-Micronesian judges were the two judges of the trial division of the high court. Twenty-one Micronesians had been appointed as special judges of the high court to assist in its work. In all, there were 158 Micronesian judges (116 in the community courts, 21 in the district courts and 21 in the high courts), 6 Micronesian district clerks of courts, and 48 Micronesian clerks of community courts. In some localities, particularly on the smaller islands, the local head men or chiefs served as both magistrates (i.e. local administrative authorities) and community court judges, but separation of the functions was being carried out as rapidly as qualified Micronesians became available.

At its twelfth session, the Council adopted the following conclusion:

The Council, noting that the judiciary has been reorganized in the year under review, welcomes the increasing participation granted to Micronesians in the judicial processes, and in particular the appointment of 21 Micronesians as special judges of the High Court.

Observations of Members of the Council representing
their individual opinions only

Administration of the Territory

(a) Structure and personnel

The representative of France, who warmly praised the High Commissioner, remarked that although the short-term engagement of personnel in certain sectors of the public service seemed to have led to some improvisation, the resulting disadvantages were in his view minor ones. He had been able to observe that even the officials least well-equipped by previous experience all had the great and essential merit of possessing a sympathetic, friendly and benevolent approach to the problems which the inhabitants had to face. Nevertheless it was true that one found too few persons determined to make their careers in the Territory, and there were certain outward signs of this relative instability: for example, there were few houses planted with gardens, there were too many persons giving an impression somewhat of "camping" while awaiting the expiration of their contracts, and there was perhaps a tendency - which he understood - among the wives of American officials to try to re-create within their small groups the kinds of lives they would know on the American mainland. He believed that contact between the Micronesian population and the American "colony" suffered accordingly. He had not seen a trace of racial discrimination, but he thought that the two elements in the population lived perhaps a little too much separated from each other. The Micronesians were a particularly friendly people, eager for intimate relations with their guides and teachers, and the youth of the Territory desired to know more of the outside world in all its aspects. That was one reason why the anthropologists on the staff were so necessary an institution, since they were in direct contact

with the people and spoke the languages, and in several cases were married to indigenous women; and alongside the anthropologists an eminent role was played by the teachers and doctors, to whom he would pay the greatest tribute. He felt, however, that the entire personnel, and not only those specially designated for this purpose, must play the role of teachers. He reiterated that the problem was not an acute one; he had only mentioned it in order to support the view of the Visiting Mission that the Administration should do everything to keep in its service certain officials of proven worth who unquestionably enjoyed the confidence and friendship of the population.

The representatives of Belgium, China, El Salvador, Thailand and Syria associated themselves with tributes paid to the High Commissioner in his capacity as head of the Administration.

The representative of the Union of Soviet Socialist Republics declared that the Administering Authority was not taking steps to guarantee the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory. It was not assisting in the development of the municipal councils and the local organs of self-government, and therefore was not helping in the evolution of the territory towards self-government and independence. From the annual report and the Visiting Mission's report, it could be seen that all power in the Territory was in the hands of United States officials. Not indigenous inhabitants, but United States officials, held the major administrative positions. The High Commissioner had supreme power; he was subordinate only to the United States Secretary of the Interior and he appointed officials to the major administrative positions. The Council had been informed that in the districts it was the local administrators who held the power. It was true that the indigenous inhabitants were at times used by the Administration, but they were given only secondary positions.

The special representative of the Administering Authority reiterated that it was the latter's policy to replace Americans in the administration by inhabitants of the Territory as rapidly as qualified persons could be developed. That had been a basic principle of the United States in all its territorial administration.

He added that the facts which had been given to the Council in respect of the training and employment of Micronesians in the Administration could, in his view, be regarded as a good record for the few years of United States responsibility for the Trust Territory.

(b) Site of the headquarters

The representative of France felt that any decision taken as to the headquarters must be related to that which would have to be taken sooner or later as to the final status of the Territory. Although certain solutions might be envisaged, he did not think that the time was ripe for discussing them; and he questioned whether it would be reasonable to undertake at present the large expenditures which would be needed to establish the headquarters at Dublor.

The representative of El Salvador hoped that the Administering Authority would be able to overcome the difficulties existing at present and that the headquarters might be set up in the Trust Territory itself, which would be most beneficial to the inhabitants.

The representative of China expressed pleasure at the fact that a site had been chosen for the headquarters. The question of locating the Administration in the Territory was so essential to the Territory's future development and to good relations between the Administration and the inhabitants that it was to be hoped that the difficulties would soon be overcome and a careful study made so that the plan which had just been adopted might in the not too distant future be implemented.

Development of self-government

The representative of France fully endorsed statements made by the representative of the United Kingdom on the political development of the Territory and recommended that the Council should take note of the Visiting Mission's conclusions, which he believed to be objective, impartial and reasonable. The policy of the Administering Authority in allowing the indigenous inhabitants in large measure to resolve their own political problems, without, however, sparing advice and benevolent assistance, was a wise one, and it would have been imprudent to try to impose the same solution on groups of islands which were profoundly different. For example, it would be politically unrealistic to seek to impose

a district assembly in the Northern Marianas before the inhabitants had found some way which they considered fair and equitable of solving the problem of the dominant position of Saipan. Local political rights were developing regularly at the pace desired by the population. If it was necessary to develop a sense of territorial consciousness, there could be no question at the moment of imposing any central institutions which did not reflect a common consciousness. The time would come, sooner than might be thought, when the definitive status of the Micronesians would have to be dealt with, and the Council would have to take its share of the responsibility for deciding it. A choice would have to be made between ideology and reality; for him, the choice was already made, but for the time being this was no pressing problem in these "happy islands".

The representative of El Salvador stated that his delegation was extremely interested in the development of municipal government as well as in the functioning of the district congresses. It hoped that, gradually, political education would evolve and that these and similar organs would acquire greater experience and would improve their knowledge of the handling of public affairs.

The representative of Australia stated that under the circumstances, historical and economic, the movement to train the inhabitants in democratic methods of governing could not be unduly hastened. The method adopted of concentrating on organization at the municipal level, with a slower development on a regional level, was a correct one, and progress over the past year had been very satisfactory.

His delegation would be anxious to hear the results of inter-district conferences like that which was planned for the people of Truk and of the degree of consultation which developed between the Administration and the regional congresses. Concerning the degree of authority given to the municipal and other advisory authorities, it seemed evident that, although the institutions were created as advisory ones, they had within them all the elasticity and flexibility necessary to enable them to grow in stature. As the personnel of these organizations developed their relationship with the Administration, and as their experience developed, so consequently did their advice grow weightier, and this was the very way in which democratic institutions were developed.

The representative of China stated his delegation had noted with satisfaction not only the measures which had been taken by the Administering Authority to promote the further development of regional councils, but, particularly, the difference in degree which the Administering Authority had chosen to make in assuming its leadership in this very delicate task. With regard to plans for the establishment of a territory-wide legislative body, his delegation concurred in the view that the time was not yet ripe for the realization of such an ideal. The Administering Authority was proceeding in the right direction in this matter; the holding of conferences on a district-wide basis, in order to prepare the people to achieve territorial consciousness and to face their common problems, would eventually bring about a condition favourable to the creation of a central legislative body. When the moment arrived at which more of the indigenous inhabitants were better prepared for the task, some of the more select among them would be included in the legislative advisory committee which had been set up, and thus the indigenous members would be able to co-operate with the officials now on the committee in an earnest attempt to realize the objective.

The representative of the Dominican Republic stated that there had not been a unity or continuity of consciousness, and it was extremely difficult to achieve a territorial consciousness which would permit the Trusteeship System to make proper impact upon the population. The importance which was being placed upon the insular congresses would have, as its first result, the creation of an insular consciousness. Nevertheless these congresses would themselves have to be based upon the development of the municipal organs of local administration which the Administrative Authority was trying to create, and he felt that the municipal governments would have to undergo the same evolution as the insular governments themselves. His delegation therefore felt that the Trusteeship Council must take into account not only the work to be done but also the efforts already made by the Administration towards setting up a supreme legislative body for the Territory. His delegation was very pleased to note that the Administration was proceeding gradually towards an improvement of the situation, district by district, until there was born in the inhabitants a desire to form regions and unite.

The representative of Syria, after stressing the need for greater uniformity in the development of the political institutions, stated that it was his conviction that the people in certain districts, for example, Palau, Saipan and the Marshalls, were quite capable of assuming certain responsibilities in the government of their districts, and he hoped that the Administering Authority would accord full consideration to the possibility of such a development.

The representative of the Union of Soviet Socialist Republics stated that municipal organs were only of an advisory nature and played no role in determining the development of the Territory. The annual report stated that there were 117 municipalities in the Trust Territory, but immediately after this statement there were a number of reservations, which in effect reduced the activities and responsibilities of these municipalities to almost nothing. In twelve municipalities the magistrates were appointed by the Administration. In the municipalities, furthermore, the chief who was elected by the population to be a magistrate had to be confirmed by the Administration. In certain cases, the Administration itself designated magistrates. Only in a small minority of cases did the population elect, by secret ballot, the members of the municipal councils. The Administering Authority had stated that all kinds of linguistic and cultural difficulties, as well as difficulties of communication, were responsible for the delay in establishing municipalities. But the Council had not been informed as to when it was expected that these obstacles would be overcome. It was true that difficulties existed, but the Administration must be criticized for not doing enough to overcome them. On the contrary, the Administration used them as a pretext for delaying the establishment of legislative organs in which the indigenous population would be represented. He believed that these facts, taken from the Administering Authority's annual report, testified that the Administering Authority was not following a policy aimed at the rapid establishment of legislative organs on a democratic basis. The special representative and some members of the Trusteeship Council had stated that legislative organs should be established very gradually, that the old political systems which had existed for centuries in the Trust Territory should be maintained, and that the Territory's way of life should be left unchanged. It seemed to him, however, that it was not the task of the

Trusteeship System to maintain the backward administrative and political practices which had existed in the Territory for many decades. It was the duty of the Administering Authority to adopt definite measures of an educational nature, as well as other measures designed to instruct the population and to modernize the archaic systems which had existed in the Territory. It could not be said that these archaic forms, based on the authority of the chiefs, were actually democratic in the meaning of the word today.

The special representative of the Administering Authority was gratified that the members of the Council in general had expressed agreement with the Administering Authority's line of approach to political development. Two different approaches might be possible: a violent and dramatic overthrow of the old ways of governing by the system of the extended family, which was a course which responsible men adopted only when conditions became unduly oppressive, and this was not the case in Micronesia; or the existing approach, which in Micronesia had a clearly reliable feature - namely, it worked. While it was not the policy or objective of the Administration to foster and more solidly to entrench the extended family type of controls and governance, neither was it the intention to destroy those controls, which kept the communities happily and soundly functioning, until it was quite sure that they were being effectively replaced by something just as good, or better. Changes should be made only in an evolutionary manner and over a period of years in response to the felt needs of the responsible people themselves, including their competent leaders, and after the proposed new ways had been tested properly in connexion with and against established custom. This method recognized two essential factors: firstly, that there was no progress without change; and secondly, that in a position where life itself depended so intimately upon established controls set up after long experience, it was unwise to destroy the ancient landmarks without offering in their place an equally valid system that would meet the needs of island society. Political advancement in this manner would promote progress under a system of checks and balances which should ensure sound progress. In the Trust Territory, therefore, the procedure would mean approval of change with tactful pressure and encouragement by the

Administering Authority, with caution in relation to destruction of existing competent and indigenously developed controls. This was the United States' policy. It was attempting, through education in its broadest sense, to promote the understanding and acceptance of new ideas and practices, adapted by the Micronesians to their own particular needs and desires. The special representative also remarked that the fact that over a period of a few years the great majority of the municipalities - 97 out of 117 - had already elected magistrates and had achieved a separation of executive and judicial functions was in itself evidence that acceptance of democratic procedures had been and was being encouraged by the Administration. At the time the annual report was prepared there were eighty-six elected magistrates, whereas there had been a gain of eleven since that time.

Organic law

The representative of China said that his delegation had been pleased to learn that hearings were planned on the organic legislation early in July. His delegation hoped that it would not be long before this legislation could be definitively adopted by the Congress.

Judicial organization

The representative of Belgium was pleased to learn that the customary law had been recognized in the courts and that the courts could inflict punishment for violations of this law.

The representative of Australia said that his delegation had been interested to note the advances made in judicial organization, especially those whereby the Micronesians had been appointed as judges and magistrates in all courts except the High Court in its appellate jurisdiction. His delegation suggested, in keeping with this progress, that steps might be taken to develop facilities for more advanced types of legal study.

III. ECONOMIC ADVANCEMENT

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

General

Economic life in the Territory is described by the Administering Authority as chiefly a family endeavour, with each member contributing goods and services to the family and to the clan. Regular employment for wages is not typical, and in fact exists only where there is a centre of non-indigenous population. The general situation is that of a people engaged for the most part in growing food for their own needs, and to a lesser extent supplementing their standards of living by the purchase of some foodstuffs, durable goods and minor luxuries out of the sale of local products.

These latter are severely limited, the most important of them being copra, trochus shell and hand-made articles. The Territory's only other resources of note are phosphate deposits, which are being mined for export on one island, and fisheries which, although once exploited thoroughly by the Japanese, remain little developed by the indigenous inhabitants. This general paucity of natural resources, combined with the difficulties of transportation, presents problems which, in the view of the Visiting Mission, are even greater than those which exist in the political field.

A saving feature of the situation, however, is that the Administering Authority believes that an adequate subsistence for the people of the Territory is assured by the potential resources which exist. Its policy has therefore been, by means of research, education, financial and technical assistance and government enterprise, firstly to develop and improve the agricultural economy with the object of making the Territory self-sustaining, and secondly to improve and as far as possible diversify production for export. The Mission considered the policy as basically sound. It drew attention, however, to consequences of which, it stated, the Administering Authority was fully aware: namely, that the basic agricultural economy could not be expected to produce any great revenue of the type necessary for ambitious programmes in any field. The Mission considered that the existing development of the

appropriated funds which were between four and five times greater than the total revenue of the Territory. A subsistence economy, the Mission felt, imposed definite limitations on the amount of services and luxuries with which the islanders should be provided, since it was not in their interests to accustom them to a standard of living which they might never be able to maintain with their own limited resources.

The Trusteeship Council had previously recommended (at its tenth session) that the Administering Authority continue with its effort to achieve a greater degree of economic advancement and self-sufficiency. The general view of the Mission was that, although income levels were very low in most areas, substantial progress had been made during the past three years, among the most noteworthy achievements being the continued increase in copra production and the progress made in the formation of indigenous trading concerns. On the other hand, the Mission considered that greater progress might be achieved in the field of agricultural development and noted the existence of a number of other problems which, if not resolved satisfactorily might sooner or later prove to be a deterrent to rapid economic advancement.

At its twelfth session, the Council adopted the following conclusion:

The Council, noting that the report of the Visiting Mission confirms its previous impression of the relative paucity of the natural resources and the general economic potential of the Territory, endorses the opinion of the Mission that primary attention should be devoted to the development and improvement of agricultural production.

Agriculture

Agriculture is - and in the view of the Visiting Mission will remain - the chief economic activity. The main features of the Administration's agricultural programme are the replacement of crops and livestock destroyed during the war; the operation of agricultural stations on Saipan and Ponape for the improvement and diversification of subsistence crops; and the improvement of indigenous farming through direct assistance, agricultural education in the schools, youth farm clubs and adult extension courses. As the Council, in urging the diversification of crops, was encouraged to note at its tenth session, special attention is being given to the development of cacao, which is thought to

offer considerable possibilities in the high islands, and coffee is being developed to a more limited extent.

The Visiting Mission appreciated the soundness of this programme but felt that it met only minimum requirements. It saw a principal weakness in the fact that the agricultural advisers, being attached either to the education or island affairs services and having no separate funds, were restricted mainly to teaching. After making certain specific suggestions, the Mission urged the establishment of an integrated long-range programme of agricultural development on a scale greater than at present, and suggested the possibility of creating a separate department of agriculture. The programme might include a land utilization survey, soil conservation and reforestation, improvement of agriculture by encouraging fertilization and the introduction of new plants, increased research into plant selection and the suitability of new livestock breeds, and the continuation of the existing educational programme, including the training of Micronesians as assistants to the district agriculturists.

The Administering Authority pointed out to the Council that changes in organization which had been made would create a field agricultural division within the economic programme of the Territory. Under the chief agriculturist, who was stationed in the field, there were seven district and five inter-district agriculturists; the district staff spent the greater part of their time administering the district agricultural programmes and part of their time teaching and supervising indigenous teachers of agriculture. Including also the special projects under the inter-district personnel and the primary concern of the entomological specialists with agriculture, the combined expenditures on agricultural activities had totalled 90 per cent of all economic development expenditure in the past year. The Administering Authority in addition drew attention to current research, training and agricultural education programmes, and to a long-term agricultural programme which had been approved since the visit of the Mission and which included activities of kinds suggested by the Mission.

At its twelfth session, the Council adopted the following conclusion:

The Council, having recognized the primary importance of agriculture in the economy of the Territory, and noting the suggestions of the Visiting Mission in favour of a more intensive effort in this field, welcomes the

recent creation by the Administering Authority of a field agricultural division and the completion of plans for a long-term agricultural programme as an assurance of further endeavours in that direction.

Trade

The economic life of the Territory involves a limited amount of trade with other areas of the world. This is mostly carried on for the Micronesians by the trading arm of the Administration, the Island Trading Company, a non-profit corporation which buys the copra, handicraft and other products and sells them in the world markets, and imports trade goods into the Territory. Its net income has been used to repay the original financing of the company by the United States Government and for the furtherance of the economic development of the Territory.

The Visiting Mission reported that the company had performed an invaluable role in fostering indigenous enterprise and preventing exploitation; it had served as the agent of government policy in providing copra producers, even on remote islands, with a fair price and a regular market; it had assured the equitable distribution of consumers goods and provided a major source of territorial revenue.

From the outset it has been the declared intention that the Island Trading Company should withdraw progressively as indigenous trading organizations capable of supplanting it become established. There are already private joint stock companies in all districts. The Visiting Mission found, however, that these enterprises varied considerably in terms of efficiency, and except in the Saipan district where the Island Trading Company does not operate, only one company, in Truk, appeared to possess the necessary competence, business enterprise and capital which might enable it to assume responsibility for the commerce of the district. The Mission was firmly of the opinion that the majority of these companies could not at their present stage of development undertake responsibility for the intricacies of foreign marketing of their products without further assistance.

In these circumstances, the Mission was perturbed to learn of a decision of the United States Congress that the Island Trading Company should cease operation on 31 December 1953. Coupled with this decision was a directive to the effect that all funds remaining on liquidation of the company should be

paid into the Treasury of the United States; the Administering Authority subsequently informed the Council, however, that efforts were being made to clarify the decision of the Congress in the sense that the funds to be repaid should be limited to the balance of a loan of \$1,800,000 which had been made to establish the company, and of which \$1,200,000 had already been repaid. The Mission also stated that additional provisions appeared to be designed to ensure that none of the former activities of the company could be assumed by the Administration under a different organization structure.

The Mission expressed concern about the situation thus created. In the absence of adequately developed local enterprises, the only practical connecting link between the Territory and world markets must be non-indigenous commercial concerns, but even if profit margins proved adequate to attract them the profits would be lost to the Territory. With regard to the conduct of trade within the Territory the Mission considered that the local indigenous companies could only satisfy the requirements of their districts if they were provided with additional working capital in the form of government loans either free of interest or at very low rates, and with adequate assistance by the Administration. Every effort should also be made to guarantee inter-district shipping on a subsidized basis. Even so, the inadequacy of the local trading concerns in the Yap and Palau districts made it probable that these areas would suffer hardship for some time to come. The cessation of the other functions of the Island Trading Company would, in the Mission's view, cause a serious economic loss to the Territory, and it thought that every effort should be made to expand the economic activities of the Administration and increase the staff.

The Administering Authority subsequently informed the Council that it would like to see the services of the company replaced, if possible, by the activities of the Micronesians themselves, so that the greatest possible monetary return might accrue to them. This replacement might best be facilitated by temporarily extending the life of the company, and this question was now under consideration.

The value of the Territory's total exports fell from \$2.21 million in 1951 to \$1.75 million in 1952, and imports from \$2.22 million to \$1.85 million. The principal item of export is copra, accounting in value for 62.9 per cent of the total. The entire crop is marketed through the Island Trading Company under a

price stabilization system designed to give the producers reasonable protection against the fluctuation of world market rates. A stabilization fund was created out of part of the profits of the company during 1950 and the early part of 1951, and it had to be drawn upon throughout the following year to support the price paid to the producers. The Administering Authority informed the Council that during the period 31 August 1951 to 21 December 1952 the world price had dropped so low that, without stabilization, the field buying price would have been about \$38 per short ton, but it had been maintained by the fund at a minimum of \$70 for No. 1 grade copra.

The Visiting Mission praised this policy, and considered it essential for the economic welfare of the indigenous population that a similar price support policy should be continued after the abolition of the Island Trading Company.

The Mission nevertheless heard several complaints about the copra price, together with requests for the abolition of the stabilization fund;^{1/} it believed, however, that these complaints were due to lack of understanding, and that every effort should be made to explain to the people the reasons for price fluctuation and the purpose of the stabilization fund. It found a serious insufficiency of money incomes among the population of the Palau district, on the other hand, as a result of extensive damage done to plantations by insect pests. The Administering Authority pointed out to the Council that the stabilization principle had been explained repeatedly to the officials of the local governments and by them in turn to their people at public meetings, and also to copra producers, store owners, members of the Ponape Congresses and to a public meeting in the summer of 1952. It was nevertheless aware of the need for continuing its campaign of explanation.

The Mission was gratified to note that the United States Government no longer (as from 12 June 1952) imposed a tax on coconut oil made from copra produced in the Territory.

One petition^{2/} on the subject of trade was forwarded to the Council by the Mission from Ponape. It requested the establishment of free trading channels

^{1/} One such complaint is contained in T/PET.10/19 from Ponape. For action taken by the Trusteeship Council on it, see resolution 857 (XII).

^{2/} T/PET.10/18. For action taken by the Trusteeship Council on this petition, see resolution 857 (XII).

with Japan because of the relatively higher price of United States goods. The Administering Authority commented that the Island Trading Company and Micronesian companies had traded with Japan for some years and a very considerable amount of goods had been purchased from Japan. The company's policy had been to seek the export and import trade prices most advantageous to the Territory; the only barrier which existed was that of transportation.

At its twelfth session, the Council adopted the following recommendation:

The Council, noting the importance attached by the Visiting Mission to the activities of the Island Trading Company in respect not only of the export and import trade but also of other economic activities of great benefit to the indigenous inhabitants, and considering that the existing indigenous economic organizations are not yet suitably equipped to assume the responsibilities of the company, shares the concern expressed by the Visiting Mission at the prospect of the early liquidation of the company; welcomes the further study being made by the Administering Authority as to a temporary extension of the life of the company; welcomes also the assurance given by the Administering Authority that the financing and control of the general economic development activities previously undertaken by the company have already been transferred to the territorial government, and that the copra price stabilization system may be maintained under other arrangements; and recommends that the Administering Authority continue to assist the development of indigenous trading enterprises in order to enable them to assume the functions of the company in the trading sphere.

Land

The fullest possible development of land resources in the Territory is somewhat impeded, the Administering Authority states, by the traditional land tenure patterns, which generally meet the needs of subsistence living but discourage diversity and expansion, and by the settlement of land ownership problems.

These latter problems, which were brought repeatedly to the notice of both the 1950 and the 1953 Visiting Missions, and whose prompt settlement has been urged by the Council, arise primarily from the former Japanese administration. All unoccupied land was then taken over as public domain, in contravention of

indigenous usage, and ownership of much of this land is now disputed by the inhabitants. Other disputed lands were acquired for military and administrative purposes by the United States authorities during and after the military occupation.

All of this "public" land, totalling some 434 square miles out of a total land area of 687 square miles, is being held in the custody of the Administration for the benefit of the people while the claims are investigated. The Administering Authority estimates that most of them can be settled within about two years after two survey teams have been trained. The Visiting Mission found that most progress had been made in the Saipan district, where the situation was not as complex as elsewhere. Out of 1080 claims filed, 433 had been determined. Little had been done in the other districts beyond the acceptance and registration of claims, which totalled 91 in Palau, 64 in Ponape, 277 in the Marshalls and 48 in Truk.

The principal complaint heard by the Mission in all the districts concerned related to the slowness of the Administration in acting upon the claims. In Saipan a further source of grievance was that in most cases where a preliminary determination had been made, land had been returned only on the basis of a revocable permit pending the outcome of further investigations; the people complained of the lack of security of tenure, but the Mission was assured by the Administration that in most cases their possession of the land would be confirmed. The Administering Authority subsequently explained further to the Council that these people, if they were not otherwise claiming title to particular lands, would be afforded the opportunity to remain permanently, on a "homesteading" basis, on the public domain presently under their cultivation.

The Mission, while realizing the difficulties involved, believed that the slowness with which the question was being handled constituted an irritant to the population, and that all practical steps should be taken to hasten the settlement of claims and wherever possible to grant permanent titles. Every effort should be made to explain to the people the real aims of the Administration and to associate their representatives with the task of settling the problem. The Administering Authority pointed out to the Council the difficulties that lay in the fact that many land records and survey maps had been destroyed during the war and in the need to translate from Japanese such

records as existed. It gave an assurance that the settlement of land problems was being given a high priority.

In all areas visited by the Mission requests were made for compensation for land and property destroyed during the war and for land occupied by the Administration. While doubting whether any equitable basis for compensation could be devised for trees and other possessions whose time of destruction could not be determined, the Mission considered that the Administering Authority should give high priority to the settlement of claims against it for land destroyed or otherwise taken from the local inhabitants after United States occupation. The Administering Authority informed the Council that such claims were currently under consideration. Claims resulting from the use of public land by the Trust Territory administration would also be looked into; in one case discussions had been in progress for some months.

A number of petitions on these matters were transmitted to the Council by the Visiting Mission. One such petition came from the representatives of the people of Saipan,^{1/} five from persons in Ponape,^{2/} and one from Truk.^{3/} From the Majuro atoll, two petitions^{4/} bearing 94 and 304 signatures respectively, sought compensation for the use of land by the United States authorities.

At its twelfth session, the Council adopted the following recommendation:

The Council, recalling that it had previously urged the prompt settlement of the various types of land claims which exist in the Territory, and noting the impression gained by the Visiting Mission that the delay in settling these claims is a matter of concern to the inhabitants, recognizes the difficulties involved and welcomes the fact that the Administering Authority has now defined

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- ^{1/} T/PET.10/8. For action taken by the Trusteeship Council on this petition, see resolution 843 (XII).
- ^{2/} T/PET.10/13, 14, 16, 17 and 20. For action taken by the Trusteeship Council on these petitions, see resolutions 852 (XII), 853 (XII), 855 (XII) and 858 (XII).
- ^{3/} T/PET.10/10. For action taken by the Trusteeship Council on this petition, see resolution 850 (XII).
- ^{4/} T/PET.10/22 and 23. For action taken by the Trusteeship Council on these petitions, see resolutions 860 (XII) and 861 (XII).

policies to meet the interests of the Territory; and urges the Administering Authority to press forward with the disposal of claims, with due regard to a sound land utilization policy, and to implement its intention to explain the land policies to the inhabitants and to associate indigenous representatives with their administration.

Mineral resources

Minerals in the Trust Territory are few; the deposits of known commercial value are phosphate in Angaur and bauxite in Babelthuap, two islands close together in the Palau district. The bauxite has not been exploited, but the phosphate has been mined since 1949 by a Japanese company which sells the product in Japan and operates under contract with the Government of the Trust Territory and the people of Angaur. Approximately 102,290 long tons of phosphate valued at \$500,000 were exported in 1952 as against 143,738 tons valued at \$741,935 in 1951. The Visiting Mission found that the operations were drawing to a close, the estimated reserves in February 1953 being 10,000 metric tons authorized under existing contracts and 300,000 tons as yet unauthorized.

Under the terms of the present agreements, a severance fee of \$2 minimum per ton extracted is paid into a trust fund established for the benefit of the people of Angaur. The assets in the fund increased from \$370,678.17 in June 1951 to \$730,450.15 at the time of the Mission's visit, most of it being invested in United States Government securities yielding interest rates between 2.5 and 2.76 per cent. The fund provides an annual payment in perpetuity of \$15,000 to the island community. Other benefits accruing to the indigenous people are derived from rentals and permanent improvements including electricity supply. The Government of the Trust Territory receives a severance tax of fifteen per cent on the value of the ore extracted. The company is required to take precautions to preserve agricultural resources, and among these is the covering over of all mined areas with earth.

The Visiting Mission noted that the trust fund had been established with the consent of the Angaurese and that the mining of phosphate had been of benefit to the indigenous population of the Palau District although the advantage had been derived mostly by one municipality. It nevertheless heard expressions of dissatisfaction with the management of the fund, primarily because the people

did not know what sums had been invested in it and also because they felt that the payments of \$15,000 per annum were insufficient. The Mission considered that a request which they made for periodic financial statements was a reasonable one.

Remarking in general on the benefits which the phosphate mining has produced for the community and on the fact that the Palau district as a whole is suffering from a severe shortage of cash income due to the destruction of coconut trees by the rhinoceros beetle, the Mission suggested that careful consideration might be given to the possibility of exploiting the Babelthaup bauxite deposits.

Fisheries

As has been noted, the important commercial fishing industry conducted by the Japanese has not been restored by the indigenous inhabitants. The Administering Authority has referred to the establishment of such an industry as a long-term objective, and the Trusteeship Council has at two previous sessions attached great importance to it.

The Visiting Mission found, however, that the difficulties involved were substantial. Few, if any, of the indigenous inhabitants possessed either the necessary temperament or the skills and techniques which such an industry required, and to re-establish the industry would involve capital investments in ships and shore installations on a major scale and require a highly competent and experienced foreign personnel to control and operate them. Even then, the Mission believed, considerable risk would be assumed in such an undertaking due to the competition with other fisheries much nearer the world markets and the general hazards connected with commercial fishing. The Mission considered that it would take many years of encouragement and training before the indigenous people could be prepared to play a dominant and effective role in deep-sea fishing.

Transportation

The transfer of the administration from naval to civilian control required new arrangements to be made for sea and air transport to serve, as the essential means of administration and trade, the large number of islands comprising the Territory. The Administering Authority stated in its report for the year

ending 30 June 1952, that the facilities were then considered to compare favourably with those formerly provided, but that experience had shown that changes were needed, and these were being put into effect.

The Administration owns seven former naval motor vessels: six of 250 measurement tons operating primarily within the districts, and one of 4,800 tons serving between Guam and the district centres and making occasional trade trips to the United States and Japan. Another large ship has recently been added. The Administration also owns four amphibious aircrafts operated by a commercial airline on a price-per-mile basis.

The major change being made, according to current plans apart from the addition of a second large ship, is to replace the existing district motor vessels with six auxiliary schooners which for various reasons including the addition of the second steamer could provide twice the present number of administrative and trading visits to outlying islands - previously visited every three months - at a cost less than half that of the motor vessels, and which could eventually be manned almost entirely by Micronesian crews. The Administration also hopes that commercial shipping may be induced to make regular calls within the Territory, thus obviating much of the high cost of the present necessity of transshipping cargoes at Guam. The Visiting Mission noted that an existing handicap is that for security reasons commercial shipping is restricted to United States flag vessels.

The Mission, which, as noted, emphasized both the great difficulty and the importance of providing adequate communications and which felt that the facilities existing at the time of its visit were below the optimum level for efficient administration, was considerably impressed by the Administration's plans. It noted also with satisfaction that some progress, although not considerable, had been made in the past three years in encouraging indigenous shipping to enter trade within districts, especially in the Marshall district.

At its twelfth session, the Council adopted the following conclusion:

The Council, noting the emphasis placed by the Visiting Mission on both the great difficulties and the fundamental importance of providing adequate transportation and communications in the Territory, commends the Administering Authority for its resolute approach to this problem, as indicated in the plans at present being implemented, and expresses the opinion that a satisfactory solution of the problem now awaits only the securing of the full number of schooners required for the intra-district services.

Public finance

Due to the subsistence character of its economy the Trust Territory is largely dependent on outside support for its financial requirements. As in all previous years, the Trust Territory fell far short in the fiscal year 1951-52 of meeting its public expenditures from local public revenues, and relied heavily upon contributions by the Administering Authority in the form of "appropriated funds".

Thus, local revenues totalled \$546,526 in 1951, \$602,241 in 1952 and were estimated at \$302,111 in 1953. However, the Visiting Mission noted that these figures include only general revenue and exclude revenue accruing from services and facilities provided by the Administration which, in 1952, brought the total local territorial revenue to \$1,704,725. Expenditures, however, amounted to \$7,557,109, \$5,062,639 and \$5,795,661 (est.) in 1951, 1952 and 1953 respectively, the very large deficits being made up from specially and regularly appropriated funds.

The decline in expenditure from 1951 to 1952 was attributed by the Visiting Mission to the change in administration; the Department of the Interior, according to the Mission, does not have at its disposal resources and funds in addition to those specifically appropriated by the Congress for the Trust Territory, whereas the Navy was able to spend more through the provision of naval personnel, transport and facilities. The Interior Department has thus been obliged to reduce staff and to curtail services. The Mission found that this appeared to have had an adverse effect mainly in regard to transport facilities and building construction.

The chief local sources of revenue are various types of import and export taxes. Certain of these revenues, notably the tax on phosphates and formerly, until 30 June 1952, the surpluses of the Island Trading Company, enter an economic conservation and welfare fund maintained as a separate account for the financing of economic projects. A head tax of \$2 is levied by the municipalities from each male resident between the ages of 18 and 60 years for municipal expenditures, which are also financed by property and luxury and other taxes and fees. Concerning efforts which had been made, and in which the Council expressed interest at its tenth session, to find a more equitable form of taxation to

replace the head tax, the Mission concluded that owing to the low level of cash incomes a more modern form of levy on income would be impractical.

The Mission observed that an important source of territorial revenue for economic development in the past had been derived from the profits of the Island Trading Company, which had made possible a wide range of economic projects. The contribution in the year 1951-1952 had been \$124,886, and the company until 30 June 1952 remained a principal contributor to the new economic development fund. Subsequently, however, the financing of the fund has been taken over completely by the Administration.

At its twelfth session, the Council adopted the following recommendation:

The Council expresses the hope that sufficient budgetary appropriations will continue to be made available for the administration and development of the Territory so that the present level of public services can be maintained, notably in the case of the educational services.

Japanese currency and savings

Demands of the people of the Trust Territory for reimbursement for Japanese yen held before the military occupation of the islands, and for the settlement of Japanese postal savings and other types of claims, have created a problem on which the Council has reported previously, and to which, at its eighth session, it hoped for an early and equitable solution. The Administering Authority reported that plans were under study; the Visiting Mission found that no conclusions had yet been reached, and that the problem was among those which were uppermost in the minds of the people.

A preliminary estimate secured by the Mission indicated that the amounts involved are approximately 3 million yen in currency and postal savings and 198,000 yen in contractual obligations such as bonds, stocks and insurance.

The Mission appreciated that the claims did not represent a legal responsibility incurred by the Administering Authority, but believed that some final action should be taken at the earliest opportunity and that every effort should be made to conclude arrangements with the Japanese Government which would assure the people of a certain measure of satisfaction.

A number of petitions^{1/} which the Mission transmitted to the Council, particularly from Ponape, contained complaints on this matter.

At its twelfth session, the Council adopted the following conclusion:

The Council noting that the delay in settlement of claims in respect of Japanese currency, postal savings and bonds constitutes a source of dissatisfaction among the indigenous inhabitants, supports the view of the Visiting Mission that although the Administering Authority is not legally liable for these claims some final action should be taken on them at the earliest opportunity; notes that the Administering Authority is presently considering the types of claims which may be included in any special arrangements to be negotiated with Japan under the provisions of the Treaty of Peace; and invites it to include in its next annual report an account of further progress in the matter.

Observations of members of the Council representing
their individual opinions only

General

The representative of Australia felt that the Council should note that the Visiting Mission had stated that it had found that substantial economic progress had been made during the past three years, among the most noteworthy achievements being the continued increase in copra production and the progress made in the formation of indigenous trading concerns. The Visiting Mission had added that the Administering Authority's policy was to develop the subsistence economy in order to make it self-sustaining, but that this could not be done without substantial financial support.

The representative of Syria said that one single avenue seemed to hold a promise for a sound economy: the economic future of the islands appeared to lie along the road of agricultural development. Consequently, the Administering

^{1/} T/PET.10/8, 13, 14, 15 and 16. For action taken by the Trusteeship Council on these petitions see resolutions 848 (XII), 852 (XII), 853 (XII), 854 (XII) and 855 (XII).

Authority must devote its main efforts in that direction. However, an extensive survey of the economic potentialities of these islands was an absolute necessity; he had been informed that the Administering Authority had already made an attempt to survey the economic potentialities, but as far as he knew, no report on the findings had so far been brought to the Council's attention.

The representative of the Union of Soviet Socialist Republics considered that the Administering Authority was not taking the necessary measures to ensure the economic progress of the population. It was obvious from the annual report that the indigenous inhabitants had a primitive system of economy, which barely guaranteed a subsistence level, that the agricultural methods were primitive and that manufacturing scarcely existed.

Agriculture

The representative of Australia, noting that the South Pacific Commission was co-operating with the Administration's entomologists in seeking means to eradicate the rhinoceros beetle which was destroying copra produce in one island, said that his delegation viewed the existence of this pest in the Pacific region with the greatest concern and hoped that efforts would be pursued most vigorously to find a means of eradicating it.

The representative of China noted with satisfaction the emphasis which the Administration had laid on the development of agriculture and the allocation to it of a large percentage of the appropriations for economic development. However, in view of the predominant position held by agriculture in the economy of the Territory, his delegation was inclined to believe that it might be advisable for the Administration to devote even a larger percentage of the total budget to the promotion of agricultural pursuits.

Trade

The representative of El Salvador was concerned that the decision had been made to dissolve the Island Trading Company. He hoped that some reconsideration of the question would be possible, or that some other organ would be set up to perform the functions of the company.

The representative of China stated that his delegation's first apprehensions in regard to the intention of the United States Government to discontinue the work of the Island Trading Company had been mitigated by the statement that the life of the company might be extended by one year or more. The period of extension would not be a long one, however, and very urgent plans for the effective replacement of the company must be laid in order to prevent the economy of the Territory from suffering unduly from the transition.

The representative of the Dominican Republic felt that the Council would have to take into account the constitutional reasons for the dissolution of the Island Trading Company, and when making recommendations on the matter, the Council must be very circumspect. He noted that a number of members had expressed great interest in the setting up of some company which would safeguard the economy of the islands and would continue the economic development which the Island Trading Company had had as its goal since its very inception.

The representative of the Union of Soviet Socialist Republics commented that trade was pursued through a company which was a trade monopoly. This company bought the produce of the islands and sold it on the world market. It also imported basic commodities for the use of the indigenous population of the Territory. In some of the petitions dissatisfaction was expressed at the existence of the monopoly created by the Island Trading Company. It was evident that there existed in the Territory some organizations or individuals who could organize trade relationships between the Territory and the outside world. It seemed advisable for the Administering Authority to encourage the development of local trade co-operatives and other such organizations in order that the latter might, in the near future, assume the burden of trade between the Territory and the outside world.

The special representative of the Administering Authority assured the Council that the importance of continuing the Island Trading Company's functions was appreciated by the Administering Authority and that its continuation for one or more years was under consideration. The Island Trading Company had been operated solely in the interests of the inhabitants of the Trust Territory, without thought of profit to anyone else. If it were continued, its operation would be on the same basis. Whenever it was terminated, every effort would

be made to ensure the continuation of commercial activities on the same basic principle, to wit, in the best interests of the inhabitants. The Administration was also aware of the necessity of giving any Micronesian successor to the Island Trading Company capital and managerial assistance, as well as marketing and purchasing services. He emphasized that the Island Trading Company was not a monopoly, except in the field of marketing copra. Whatever authority it enjoyed was used entirely for the benefit of the Micronesians, and no one else. At present, there were Micronesian firms in each district which were being encouraged to expand and which were, in fact, now handling over half of the Trust Territory's trade.

Land

The representative of France said that the complaints of the population on the land question rested largely on misunderstanding, which arose in turn from inadequacy of information. The actual land situation varied greatly from island to island, from the extreme case of Tinian where land was very scarce to such islands as Yap and Ponape where ample reserves remained. It was clear, however, that the starting point for solving the problem was not to satisfy every claim of a juridical and historical nature which might be presented by the clans and families, but to make provision, by rational utilization of scarce lands, for the situation which would arise in some years' time from the growth of the population. Unquestionably, in the interests of the people, it was necessary to start afresh and not to seek easy and convenient solutions. The Administration was fully conscious of this problem, and the "homesteading" plan which it had advanced appeared very reasonable, in spite of the objections which it had met in certain communities where the population had not yet accepted the idea of individual ownership.

The representative of El Salvador considered that the indigenous population should be given as much land as possible for cultivation.

The representative of the Union of Soviet Socialist Republics considered that special mention should be made of the fact that the Administering Authority had not, up to the present time, returned to the indigenous population the lands taken from them by the Japanese and German colonizers, as well as by the American authorities. Failure to return these lands was most unjust. Moreover,

a great deal of land had been taken from the local population to be used for military installations and, as a result, the Administering Authority now held 430 square miles out of a total of some 600 square miles, which amounted to 63 per cent of the total land area of the Trust Territory. This left the indigenous population with only about 225 square miles of land. In spite of this, it was stated in the annual report that the land question had not yet been settled and that it was not known when it would be settled. The indigenous inhabitants continued to request that the land which was alienated from them should be returned. Various petitions had particularly asked for clearing and restoring the lands of the indigenous population which were used in the past for military purposes. The Visiting Mission pointed out that in all of the regions which it visited it received requests to the effect that the inhabitants should be compensated for their property and land occupied and damaged by the Administering Authority during the war. The Mission stated that, in its opinion, all possible measures should be taken to expedite the settlement of the claims of the indigenous population. This was perfectly natural since although the population was not large, it was largely occupied with agriculture and, therefore, required land. There was no doubt that the Administering Authority was under an obligation to pay urgent and serious attention to the land question and to satisfying the needs of the indigenous population in this respect. Obviously, the Administering Authority was continuing its policy of alienating lands belonging to the indigenous population. It did not even hesitate to depopulate entire islands and was unconcerned about the fate of the inhabitants who were to be resettled; an example of this was the case of the people of Bikini.

The special representative of the Administering Authority noted that both the Visiting Mission and members of the Council had remarked on the lack of understanding by the people of the Territory of the Administration's programme for settling land claims. Until recently the efforts of the Land Claims and Title personnel had been concentrated in Saipan. Now that these efforts were being extended to the other districts, an increased understanding by the Micronesians of the land settlement programme should result. Certainly the point was well taken that every effort should be made to give a clear explanation of the policies and programmes in this respect, and the Administering Authority would undertake to do this. He added that all public domain land was held by

the Government of the Trust Territory for the benefit and use of the Micronesians. While 434 square miles of the land was still designated as public domain, none of the Trust Territory public domain taken over from the Japanese was withheld from the Micronesians, if the area were suitable for use or residence. This was true of all the public domain land except small areas needed as sites for offices and for the Administering Authority's strategic use, in which case compensation would be paid. A very large percentage of the public domain land was in forest reserves and steep slopes. All arable sections were now being put to use by the Micronesians or by agricultural experiment stations for the Micronesians, and all Micronesians who so desired were supplied with land for their use. The Administering Authority did not benefit in the slightest, except for strategic purposes, from any public domain land of the Trust Territory. At the time when the annual report was prepared, approximately 200 cases had been settled whereas at the time the Visiting Mission's report was written, 433 cases were shown as determined and decided upon for settlement.

Transportation

The representative of Australia invited the Council to note that the Visiting Mission had been considerably impressed with the plan to increase shipping and transport among the islands. He hoped that it might be possible to develop some form of co-ordination of all the shipping facilities available to the Territory which would make it economical to lift regularly all the produce that could be made available.

Public finance

The representative of Belgium noted that funds derived from the United States Treasury amounted to five and one-half million dollars as compared with barely \$300,000 of local revenue. He suggested that it might be desirable in future to draw some distinction in the report so that the Council might be able to ascertain precisely what came from the general budget and what from the local budget.

The representative of Australia described the Administering Authority as a benevolent and generous one, making funds available to the Territory which exceeded by far the latter's own internal revenue. For the immediate years the fact must be welcomed that this aid existed, and that it existed to build up education, health and other services which might otherwise not be possible for some years to come.

IV. SOCIAL ADVANCEMENT

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

General

The necessary guarantees for the social welfare and security of the inhabitants are provided, in the view of the Administering Authority, by the combined effects of its own programmes of political and economic advancement, medical care and education and the system of relationships which exists within their society and which assures every individual of assistance when needed. The funds for social welfare are provided by the Administering Authority, since local revenues are inadequate.

The Visiting Mission found living conditions in the Territory to be generally good, because food was abundant and the essential needs of the people in such matters as medical and education services were provided by the Administration. In general, the people appeared well fed, healthy and happy, although the results of the impact of wartime devastation, especially on the island of Koror, would be apparent for years to come.

The basic social customs and conditions are the special concern of a staff anthropologist, assisted by six others in the districts. New social legislation promulgated during the past year has been directed towards maintaining the established policy of fair employment in the government service; setting up new policies for pardoning or paroling of convicted persons; authorizing district administrators to perform marriage ceremonies; and governing residence.

The Visiting Mission learned that the Bikini people who were removed from their island to make way for atomic fission tests and resettled on Kili in 1948 were gradually adjusting themselves to their new home, but that some difficulties still persisted and the Administration was studying the question of providing further assistance. The Mission observed that the plans of the Administration in regard to the ex-Bikini people were not available at the time of its visit. The Council was subsequently informed that the Bikini people, since Kili is without a lagoon which they need for their fishing activities, now desired an island of the atoll type, and efforts were being made to find one and to determine whether the cost of a further move would be warranted.

At its twelfth session, the Council adopted the following conclusion:

The Council is pleased to note the impression gained by the Visiting Mission that, while certain problems remain of readjustment from the devastation of war, the living conditions of the inhabitants are generally good.

Labour

About 5,000 persons, less than one tenth of the population, are employed as wage-earners, some one-third of them by the Administration itself and the remainder in small business enterprises, salvage operations, work for the military and private employment.

The Administration took during the period under examination what it and the Visiting Mission regarded as an important step towards systematizing the labour structure by making a general review of classification and wages aimed at correcting past inequities. In response to a request at its tenth session, the Council was informed that inquiries were made into the cost of living of Micronesians at district centres with a view towards adjusting the rates of pay, and that the Administration intended to make continuing studies in this field. The Mission found it to be the policy of the Administration to apply the principle of equal pay for equal work to all its employees regardless of race and to replace American personnel wherever possible by Micronesians. It received and transmitted to the Council a petition^{1/} in which the Chairman of the People's House of the Ponape Congress made a brief request that Ponapeans who had acquired skill in "foreign" jobs should be enabled to receive good wages. In amplifying its policy before the Council, the Administering Authority stated that salaries and wages paid to American officials were substantially higher than those paid to Micronesians in comparable positions. The Americans had to be paid at levels for which they would qualify in the United States; they had also had, in comparison with the Micronesians, long periods of training, and they carried out teaching and supervisory functions for which the Micronesians were not yet qualified. The Micronesians' wages were based, with their agreement, on other local incomes, particularly those of copra producers, so that the local economies should not be unduly disturbed and

^{1/} T/PET.10/16 for action taken by the Trusteeship Council on this petition, see resolution 855 (XII).

a wage structure not created which the Territory would be unable to support. The Administering Authority also stated that since the establishment of new wage schedules in 1952, complaints about wages had subsided.

Trade unions, although not prohibited, are non-existent. The Administering Authority states that the only prohibition on the right to strike is that which forbids striking against the government. There were two labour disputes during 1951-1952; a stoppage at Majuro and a walk-out of public works personnel at Palau. Settlements were reported to be based on the wage and classification survey already mentioned.

Status of women

While stating that it recognizes the equality of women in all matters, the Administering Authority makes no attempt to impose it arbitrarily. It has encouraged, to the previously expressed satisfaction of the Council, the entry of women into public life, and reports that the Marshallese Congress includes five women and the Palau Congress two, while women have eagerly sought the chance for selection and training for the nursing and teaching services. The Visiting Mission observed that there appeared to be a noticeable improvement in the status accorded to women in some areas.

The Mission found at Koror a women's club whose members exercised an important voice in community affairs. This group asked^{1/} that women should be given a greater share in the formulation of local government policy, and asked in particular that women should be appointed as judges on the local courts. The Mission felt that due consideration should be given to this request. The Administering Authority informed the Council that there was no restriction on the participation of women in the Courts, as in all other aspects of public life.

Immigration

The Administering Authority states that in the interest of the indigenous inhabitants, entry into the Territory for residence or other purposes is by

1/ T/PET.10/9 for action taken by the Trusteeship Council on this petition, see resolution 849 (XII).

special permission of the High Commissioner, and that no problems arising from immigration exist there.

The Visiting Mission reported hearing at several places pressing requests that permission to enter the Territory should be granted to Japanese nationals married or otherwise related to citizens of the Trust Territory provided they renounced their Japanese nationality. It transmitted to the Council two petitions^{1/} on the subject. A similar request had been received by the previous mission in 1950, and at its eighth session the Council asked for information on the matter.

The 1953 Mission reported that it had been informed that in each case where a request to return to the Territory had been received from a Japanese, the Administration had forwarded it to the Department of the Navy for security clearance. Thus far the Department had given only negative decisions and no permits for re-entry had been granted. The Mission hoped that the Administering Authority would fully inform the Council on the matter.

Reiterating previously-stated policy, the Administering Authority informed the Council that although the return en bloc of former Japanese or other foreign residents was undesirable for social and economic reasons, the Administration would be willing, subject to security clearance and favourable circumstances, to permit the return of Japanese spouses and children of mixed marriages.

A plan to allow 87 inhabitants of the Trust Territory of Nauru to visit relatives in the Marshall and Caroline Islands, under stipulations including good health, financial independence and acceptance by their relatives, was reported by the Administering Authority to be pending.

Medical and health services

The medical and health services, to which the Council at previous sessions has drawn favourable attention, while at the same time recommending further development, underwent extension during the period under review. The services

^{1/} T/PET.10/11, T/PET.10/12. For action taken by the Trusteeship Council on these petitions, see resolution 951 (XII).

remained based essentially on a system of district hospitals, one in each of the six administrative districts, which serve as centres for public health activities. Each has, on the average, two medical officers, a dentist, a nurse supervisor, a hospital administrator and other staff; and it is supplemented by dispensaries on the larger inhabited islands which are staffed by health aides trained at and supervised from the hospital. The system is controlled by a director of public health on the staff of the High Commissioner, who integrates with it the programmes of training and research.

Expenditure on the services for the fiscal year 1952, totalling \$648,368, showed a substantial increase over the \$490,000 spent in 1951 and was the highest yet recorded. New construction took place in the hospitals: a psychiatric unit at Saipan with two eight-bed wards for the Territory's mental cases, an addition to the Yap hospital, and a 20-bed tuberculosis ward at Ponape. The number of the more highly-trained personnel, both indigenous and non-indigenous, showed an increase. There were, for instance, 17 non-indigenous medical and dental officers as against 14 in the previous year, while the total of trained medical and dental Micronesian personnel increased from 37 in 1951 to 52 in 1952. Among the latter, the number of indigenous medical and dental practitioners and internes increased from 14 to 22 and of graduate nurses from 23 to 30. In the lower categories, the number of Micronesian nurse aides increased from 43 to 92, while the number of health aides fell from 166 to 144. An event of the year was the award of a medical practitioner's license to the first Micronesian so trained under the present Administration.

As regards the training of new personnel, which the Council at its tenth session hoped the Administering Authority would continue to accelerate, 50 students were studying medicine, dentistry and sanitation at the Central Medical School at Suva, Fiji; five students graduated from the X-ray school functioning on Saipan; and a school for nurses was established at Truk. The Visiting Mission, which noted with satisfaction the rapid increase in the number of trained Micronesians and the increasing replacement of American personnel, learned that in three years' time, when 18 indigenous dental practitioners would have finished internships, it was planned to turn over

all the dental work of the Territory to them under the direction of one American supervising dentist.

The Mission felt that the Administering Authority was to be commended for the provision of the health services, which were contributing much to the welfare of the inhabitants and which appeared to have won their full approval. It reported a marked improvement in the standard of health, which had been generally poor at the end of the war. It noted that the formerly widespread disease of yaws had been greatly reduced by highly successful treatment with penicillin, and that the most pernicious diseases at present appeared to be tuberculosis and leprosy, for which improved services were planned. The Mission found that an existing problem was to devise means of improving the provision of medical services to outlying islands, and that the situation would be improved by current plans to increase the frequency of multi-purpose administrative field trips and to establish radio equipment on remote islands, and by the acquisition of a schooner equipped with medical apparatus.

In the field of research in tropical diseases, whose importance was emphasized by the Council at its tenth session, the Administering Authority informed it of the start of a controlled pilot study on the island of Saipan of the use of a new drug (isonicotinic acid hydrazine) in tuberculosis treatment, and the continuation of an extensive investigation of the problem of filariasis.

At its twelfth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous favourable expressions of the efforts made by the Administering Authority to improve the health of the indigenous inhabitants, endorses the commendation expressed by the Visiting Mission in this respect, and notes with satisfaction the further successful efforts of the Administering Authority to train indigenous medical and health personnel and to entrust them with increasingly higher responsibilities.

The Council shares the view of the Visiting Mission that the provision of medical services to the inhabitants of the outlying islands should be improved.

and expresses the hope that this may be achieved by the present plans of the Administering Authority for better and more frequent means of transportation within the districts.

Observations of Members of the Council representing
their individual opinions only

General

The representative of China noted with interest that a plan was under study to transfer the former Bikini inhabitants to another atoll. The Council would be pleased to have more information on the development and discussion of this plan.

The representative of the Dominican Republic said that there could be no doubt that great progress had been achieved in the social field. The ideas which existed in the Territory were high and noble ones; there was understanding of the principles of the United Nations and of the efforts the organization was making to safeguard the dignity of the inhabitants. He had been extremely pleased to note the absolute freedom of expression which was granted to the inhabitants of the islands. There was a total lack of discrimination; if even a fragment of it should be discerned, it was only because of the difficulties of the populations in adapting their lives to modern civilization and as a result of the ravages of war. The devastation wrought by the war had left scars and wounds which were still open. There was a fervent desire and hope for peace, especially among the youth of the islands.

The representative of the Union of Soviet Socialist Republics stated that not only did the Administering Authority not undertake measures in respect of the social welfare of the indigenous population, but it did not intend to do so in the future. It was stated quite openly in the annual report that social welfare or social security was carried out by the community on the basis of traditional mutual assistance, that the Administering Authority did not participate in measures of social welfare and that such social assistance was afforded only by religious missionaries and the American Red Cross. This was hardly a normal

situation. The old tradition in the field of social security was to leave things as they were but this could not be recognized as normal procedure because the Trusteeship System had been set up to take appropriate measures to assist the indigenous population and to promote its welfare. Apparently the need for assistance was great. The representative also criticized the treatment of the former population of Bikini, stating that although they were originally moved several years ago they had not yet been settled to their satisfaction.

The special representative of the Administering Authority stated that the Micronesian society itself provided one of the most complete and satisfactory forms of social security. Food was readily available and the extended family system ensured that no aged person or young child was permitted to fend for himself. Under such a system the social security measures of a monetary society would seem superfluous and, probably, also lacking in the human qualities now so manifest in Micronesian society. This might not be exactly normal if the norm were taken from modern, western urbanized situations. It was normal to the Pacific Islands and the way it worked resulted in happiness and adequacy. The special representative also indicated that it was hoped to find a final and happy solution to the problems of the Bikini people before the next annual report was presented. Studies to this end were in progress.

Labour

The representative of the Union of Soviet Socialist Republics drew attention to a statement by the Administering Authority to the effect that, in view of the small extent of money economy, it was impossible to determine the standard of life of the indigenous population. However, the salaries paid were very small compared with the high prices for basic commodities. The average weekly wage was \$8.46 and some teachers only \$90 per year or \$7.50 per month. The situation required that the Administering Authority should take steps to improve the standard of living of the indigenous population.

The special representative of the Administering Authority stated that the subsistence economy of the Territory and the extended family system meant that individuals did not live on their salaries alone. They purchased some imported foods not because of necessity but because of desire. Their salaries, therefore, could not be used as a yardstick to measure their standards of living.

Status of women

The representative of El Salvador noted with satisfaction that equal political and civil rights with men had been accorded to the women of the Territory.

Medical and health services

The representative of El Salvador noted the excellent dental and medical services of the Territory.

The representative of Belgium mentioned that in past years the Council had congratulated the Administering Authority on the splendid work done by the medical ship "Whidby". Unfortunately, the ship had now disappeared and he hoped that the considerable services it had rendered would be carried on by some other vessel.

The representative of China felt that the Council would wish to have more information regarding the nutritional survey which had been made during the previous year in the Truk and Majuro districts.

The representative of the Union of Soviet Socialist Republics commented that the annual report indicated that a number of serious diseases were widespread in the Territory, such as tuberculosis and leprosy. However, the medical services were on an unsatisfactory footing; there were no doctors with higher education in the Territory and a lack of indigenous medical personnel. Fees were paid for medical services sometimes in currency, and sometimes in kind and services. Many steps would have to be taken to bring the medical services to an adequate level. He drew the attention of the Administering Authority to the necessity of increasing the budgetary appropriations for medical services, having in mind an extension of hospitals and laboratories and an increase in the medical staff in the Territory.

The special representative of the Administering Authority made special mention of the work being done by the Central Medical School at Suva. The young men being trained under those auspices were rendering a type of service to the people which could not be expected of foreigners. The Administration planned to increase the number of indigenous medical practitioners and sanitarians.

V. EDUCATIONAL ADVANCEMENT

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

General

The general educational facilities in the Trust Territory consist primarily of a public school system providing free education at the elementary and, to a more limited extent, the intermediate levels, together with a central school which brings selected students up to a standard described by the Visiting Mission as very roughly comparable with that of a junior high school. Avenues towards higher education are found outside the Territory, particularly in medical and other vocational training and in secondary education. Apart from the public school system, Catholic and Protestant missions operate a small number (20) of schools which are required to meet minimum curriculum standards set for the Territory as a whole by the Administration but are not subsidized by it.

Approximately 90 per cent of the children of school age (normally 8 to 14 years) are, according to an estimate of the Administering Authority, enrolled in the public elementary schools, of which there were 139 in 1952, ten new ones having been built during the year, and 142 at the time of the Mission's visit, with 5,767 pupils. The elementary schools are primarily the responsibility of the municipalities, subject to over-all supervision by the Department of Education. They are staffed entirely by indigenous teachers.

Because of the shortage of suitable teachers and of municipal funds, only a little more than half of the elementary schools have attained the desired six-year programme. The school day for the first three years is approximately three and one-half hours and thereafter approximately four hours, and the school year consists of 180 days. Instruction is primarily in the local vernacular, with English taught as a secondary language.

The intermediate schools, of which there continue to be six in the public system (with 835 pupils at the time of the Mission's visit) and five conducted by the missions (with 368 pupils), complete a nine-year course consisting of six years of elementary and three years of intermediate schooling.

The public intermediate schools are established at the headquarters of each district, are supported entirely by the Administration, and are administered by American principals with teaching staffs composed of about half American and half Micronesian teachers. English is the predominant language used. Entry is gained by various means of selection by a scholarship committee in each district. The Administration furnishes scholarships (505 in 1952) covering subsistence and costs of incidental requirements.

The one higher school, now known as the Pacific Island Central School, was organized in order to offer four different fields of study, carrying the students two years beyond the intermediate level: namely, teacher education, general education, radio communications and agriculture. It has subsequently been reorganized on the basis of a general education curriculum. The Visiting Mission found the principal emphasis to be towards teacher training and pre-professional education. The school had at that time 135 students, selected from among the best graduates of the public intermediate schools. It has an American principal and five American teachers.

The Administering Authority reported that the entire educational programme of the Territory had been re-examined to ascertain its suitability to the needs and conditions of the people. In the elementary schools the curriculum had been reduced to the social studies and the correlation of English, science, health and hygiene with the experience and surroundings of the Micronesian people. In addition, activities had been added such as cultivation of crops, woodworking, handicrafts, fishing, and basic arithmetic. The curriculum of the intermediate schools had been devised as an extension of those subjects, while the Central School afforded training in them in addition to the specialized fields of teaching, agriculture and radio communications.

The Visiting Mission thus found a departure from the formal academic curriculum which had been borrowed largely from the American educational system, towards a functional programme in which teaching was directed primarily towards preparing students to assume an active role in community life.

The Mission noted this change with satisfaction, and reported that it had been favourably impressed by these developments in the educational programme. It stated that the curriculum now placed special emphasis on the study of local community problems and co-operative activities in which children worked together with their elders and with administration officials on special projects which provided them with a basic knowledge of the fundamentals of such subjects as health and hygiene, sanitation, agriculture, trade and local government.

Above the elementary level, the Mission felt that the high element of selectivity in the apportionment of vacancies in the intermediate schools and the Pacific Islands Central School was undoubtedly to be regretted, and that facilities at these levels should be expanded wherever possible. Care must, however, be taken to ensure that the educational facilities were not disproportionate to the economic potential of the Territory. On this point, the annual report of the Administering Authority indicated that the expenditures on public education for the fiscal year 1952 amounted to \$430,930 (as against \$385,509 in 1951), exclusive of construction, maintenance and other related costs. This sum was nearly 8 per cent of the total territorial expenditures.

The Mission also felt that, insofar as resources permitted, attention should be given to the improvement of school buildings, which were not always adequate at the elementary schools visited by the Mission. The Administering Authority itself reported that the average elementary schools had only very limited equipment and supplies, and a good many of them had only thatched roofs and coral floors.

At its twelfth session, the Council adopted the following conclusion:

The Council notes with interest and satisfaction the reorganization of the educational programme of the Territory in order to broaden and otherwise adapt it more adequately to the particular needs of the inhabitants, and joins the Visiting Mission and UNESCO in approving this practical approach to the problem of education in the Territory.

Teachers

The biggest problem of education in the Trust Territory, in the view of the Administering Authority, is the education of teachers themselves. The Micronesian teachers who entirely staff the elementary public schools have had education varying from no formal education whatever to study at an American university. There are still approximately 50 teachers, out of the total of 301 in all the public schools, who have not been educated beyond the 5-year elementary schools of the former Japanese administration or the present 6-year elementary schools.

The Administering Authority reported that greater effort was being made to provide in-service education of the teachers by employing a teacher trainer in each district. Students at the Central School would be selected as teachers while undertaking the general education course, and go back to their districts for a year of specialized education for teaching. An eight-weeks summer school programme is held each summer in each district for all indigenous teachers, and there have been additional programmes in Palau.

The Visiting Mission described as urgent the need to increase the numbers and qualifications of indigenous teachers. It remarked also that the fact that the elementary teachers' salaries were paid out of local municipal revenues meant that their salaries varied considerably according to the wealth of the community, and that in some cases lack of funds might be a factor affecting the amount of education provided. It will be recalled that this aspect of the problem attracted the notice of the Council at its eighth session, when it recommended that the Administering Authority continue its policy of aiding municipalities, where necessary, in meeting the costs. Subsidies paid to municipalities for this purpose increased to \$9,090 in 1951, but the amount in the following year was \$3,300. Micronesian teachers' salaries varied from \$90 to \$1,020 a year.

At its twelfth session, the Council adopted the following conclusion:

The Council, noting that the need to increase the numbers and qualifications of indigenous teachers constitutes the most urgent problem in the educational field, welcomes the plans of the Administering Authority to provide more extensive in-service training for teachers in addition to the regular summer training courses.

Professional and higher education

There are at present no facilities within the Territory for advanced education and training beyond those provided at the Pacific Island Central School and by apprentice training in the Administration, and, in the view of the Visiting Mission, it is hardly to be expected that the Territory could support a college for some years to come.

The Administering Authority has, however, as has been noted earlier, sent medical and dental students to Fiji and also student nurses to Guam for training. In 1952 a total of 101 other students were attending schools outside the Trust Territory: 75 at high schools on Guam, 13 at high school in Manila, 8 at high schools, university and a hospital in Hawaii, and 5 at high schools and universities on the United States mainland. Some non-governmental scholarships are available, but the Visiting Mission observed that in most cases the cost of education was borne by the students themselves; the Administration provided one scholarship for overseas training and financed the cost of transportation for all students. One outstanding citizen of the Trust Territory had been awarded a United Nations fellowship in public administration.

The Trusteeship Council had recommended at its tenth session that the Administering Authority should consider the establishment of an expanded scheme of scholarships to enable indigenous students to study abroad, particularly in law and business administration. The Administering Authority reported that it acutely appreciated the need for scholarships and other assistance, and everything possible was being done to meet it through private and public funds. The Mission described, as one of the principal problems, the difficulty which graduates of the Territory's Central School faced in obtaining scholarships for advanced training overseas, including those under the United Nations technical assistance programme, due to the fact that the Central School did not as yet provide education up to the level of a senior secondary school. Consideration should be given, it felt, by both the Administering Authority and scholarship granting organizations to special provisions which would enable outstanding graduates of the school to bridge this gap. The Administering Authority commented that experience had suggested that the most practicable solution would be for the students to attend for one year at high schools in Hawaii or elsewhere.

Observations of Members of the Council representing
their individual opinions only

The representative of Belgium noted that the Visiting Mission felt that there was a need in the Territory for more extensive secondary school facilities. At present, all the children worthy and anxious to obtain secondary education were not able to get it. He also noted that the Pacific Islands Central School now gave only general training, whereas previously it had been more specially oriented towards teacher-training. Intending teachers now obtained general education from the Pacific Islands Central School and received their subsequent training by means of an apprenticeship system. Since it appeared that there might be a need for about 500 teachers, he considered that this would call for the creation, in addition to the Central School, of a college which would devote itself specifically to teacher training.

The representative of El Salvador commended the efforts of the Administering Authority in the educational field and noted with interest that due attention had been paid by it to the views of UNESCO on the matter.

The representative of China stated that his delegation also appreciated the exhaustive study made by UNESCO of educational conditions in the Territory and was in sympathy with all the observations which it had made, particularly the suggestion for the establishment of an advisory committee as a co-ordinating agency concerned with adult and fundamental education. Further, the representative felt that the Administering Authority should be commended for the measures which it had taken to disseminate information about the United Nations and the International Trusteeship System in particular.

The representative of the Union of Soviet Socialist Republics noted that the entire responsibility for public primary education was entrusted to municipalities. However, in a number of municipalities there were admittedly not sufficient funds to meet even the small salaries of the indigenous teachers. The number of qualified teachers was also admitted to be insufficient, and owing to lack of adequate funds and teachers a number of elementary schools had only two to three year courses. The Administering Authority was not affording assistance to municipalities to promote education. The Visiting Mission had

called attention to the urgent need for increasing the number and qualifications of the indigenous teachers and for increasing the number of school buildings. Thus both from the Mission's report and from the Administering Authority's report it could be seen that much still remained to be done and that urgent measures were required to improve the situation. He drew the attention of the Administering Authority to the necessity of increasing the budgetary appropriations of the municipalities for education.

The special representative of the Administering Authority noted with satisfaction that members of the Council, the Visiting Mission and UNESCO had expressed general approval of the revised education programme.

