

Document Symbol:

T/1560

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UNITED NATIONS TRUSTEESHIP COUNCIL



Distr.
GENERAL

T/1560
26 May 1961

ORIGINAL: ENGLISH

Twenty-seventh session
Provisional agenda item 4 (f)

REPORT OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS, 1961

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Letter dated 26 May 1961 from the Visiting Mission
to the Secretary-General

We have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 2020 (XXVI) of 30 June 1960 and rule 99 of the rules of procedure of the Trusteeship Council, the report of the 1961 United Nations Visiting Mission on the Trust Territory of the Pacific Islands.

We are glad to inform you that this report has been unanimously adopted by the members of the Visiting Mission on 25 May 1961.

In order to allow the Administering Authority sufficient time to prepare its observations on the report, the Mission has already informally made available to it copies of the final text of the report. The Mission would be grateful if you would officially transmit the report in document form at the earliest possible date to the Administering Authority and to all other members of the Trusteeship Council. The Mission would be grateful for the release of the report for general distribution on 8 June 1961.

We wish to express to you our deep appreciation of the remarkable assistance extended to us by the Principal Secretary, Mr. M.E. Chacko. His detailed knowledge of the problems of the Territory was invaluable and was generously made available to us. The Mission is greatly indebted to him for his unfailing willingness to discharge his arduous duties with the greatest efficiency.

(Signed) Carlos Salamanca
Chairman

(Signed) Jean Adriaenssen

(Signed) Maharajakrishna Rasgotra

(Signed) Geoffrey Caston

INTRODUCTION

Terms of Reference of the Visiting Mission

1. At its twenty-sixth session, the Trusteeship Council, by its resolution 2017 (XXVI) of 24 June 1960, decided that a separate regular visiting mission should visit the Trust Territory of the Pacific Islands at the usual periodic intervals in order to permit a closer study of developments in that Territory and that the first such mission should make a visit to the Trust Territory early in 1961. Prior to this decision, at intervals of three years, a single visiting mission had been assigned the task of visiting all the four Trust Territories in the Pacific. The last such mission visited the Trust Territory of the Pacific Islands in 1959.
2. The 1961 Visiting Mission appointed by the Trusteeship Council in pursuance of the above-mentioned resolution was composed as follows:
 - Mr. Carlos Salamanca (Bolivia), Chairman;
 - Mr. Jean Adriaenssen (Belgium);
 - Mr. Maharajakrishna Rasgotra (India);
 - Mr. Geoffrey Caston (United Kingdom).
3. The terms of reference of the Visiting Mission are set forth in Trusteeship Council resolution 2020 (XXVI) of 30 June 1960 (Annex V).
4. Before departing for the Trust Territory and after its return from there, the Mission visited Washington, D.C. from 22 to 25 January 1961 and from 2 to 6 May 1961 respectively to have discussions with officials of the United States Departments of State, Interior and Navy. The Mission was received by the Secretaries of State and of Interior and by the Under Secretary of State. The Mission left New York for the Trust Territory on 30 January 1961 and returned to New York on 16 March 1961. Mr. M.E. Chacko was Principal Secretary to the Mission and it wishes to express its high appreciation of his generous and unfailing assistance throughout its work. During its visit the Mission was also accompanied by two other members of the Secretariat. The full itinerary of the Visiting Mission and a map of the Territory showing the Mission's travels are annexed to this report (Annexes VI and VII).

5. During its tour of the Trust Territory, except in the District of Saipan, the Mission was accompanied by Mr. John E. de Young of the High Commissioner's staff, whose unfailing energy and courtesy made the Mission's travels and tasks so much easier. On its visit to Saipan, the Mission was accompanied by Lieutenant-Commander N.C. King. To these two officials and to the High Commissioner, Mr. Delmas H. Nucker, and his headquarters staff, to the Commander, Naval Forces, Marianas, Rear-Admiral W.F.A. Wendt, and to all the District Administrators and District Officials, the Mission wishes to express its gratitude and appreciation for the warm welcome and all the co-operation and assistance extended to it. It also wishes to express its grateful thanks to the President and faculty members of the University of Hawaii, to the Dean and faculty members of the Territorial College of Guam and to the Director of the Bernice P. Bishop Museum in Honolulu all of whom generously gave of their time to the Mission. The Mission is also grateful to the Secretaries of State and of Interior, to the Under Secretary of State and to the other officials concerned for the kind reception and for the co-operation and assistance extended to the Mission during its two visits to Washington.

6. The Mission wishes to express its deep gratitude to the people of the Trust Territory for the warm welcome, the generous hospitality and the unstinted co-operation extended to it by them throughout the Territory. The Mission was deeply touched by the enthusiastic interest shown by the people everywhere in the Trust Territory in the work of the Mission and that of the United Nations.

Report of the Visiting Mission

7. The Mission has tried to make its report as brief as possible. It has therefore omitted information of the kind given in the annual reports of the Administering Authority, except where reference to such information may be necessary for clarification. The present report was unanimously adopted by the Mission on 25 May 1961.

8. The visit of the present Mission to the Trust Territory of the Pacific Islands took place two years after the visit of its predecessor. During these two years, significant developments have taken place in the world and in the United Nations, particularly in relation to Trust and Non-Self-Governing

Territories. Several of these acceded to independence. Of the eleven territories originally placed under the trusteeship system, four had already attained the objective of the trusteeship system by the end of 1960 and in respect of four others, action was under way for the termination of trusteeship. Thus, shortly there will be left only three Trust Territories, all in the Pacific area. It may be that the present Mission, in the light of these circumstances and the tempo of the times, has necessarily looked at things in the Territory from a new angle. For that reason also the Mission may have asked for more and better things and for greater and speedier efforts.

CHAPTER I
POLITICAL ADVANCEMENT

General

9. The Trust Territory of the Pacific Islands comprising 2,141 islands of varying sizes spread over 3 million square miles of Western Pacific Ocean has a total land area of approximately 700 square miles. The islands forming the Trust Territory are grouped into three archipelagos, the Marianas, the Carolines and the Marshalls. The term "Micronesia" is often used synonymously with the "Trust Territory of the Pacific Islands", although there are Micronesian islands, such as Guam and the Gilbert Islands, lying outside the Trust Territory and a few Polynesian islands within it. The inhabitants of the Territory are usually referred to as Micronesians. The population of the Trust Territory numbered 75,836 as of 30 June 1960.

Administration of the Territory

10. For administrative purposes, the Trust Territory is divided into the following seven Districts, each under a District Administrator:

<u>Name of District</u>	<u>Area (in Sq. miles)</u>	<u>Population</u>
Saipan	150.60	8,138
Rota	32.90	996
Yap	45.89	5,686
Palau	179.35	9,320
Truk	45.74	21,401
Ponape	175.68	15,388
Marshalls	69.84	14,907
	<hr/> 700.00	<hr/> 75,836

11. The executive and legislative authority for the Government of the Trust Territory, except for the District of Saipan, is vested in a High Commissioner appointed by the President of the United States and subject to the direction of the Secretary of the Interior. The District Administrators in charge of each of the Districts, except Saipan, are directly responsible to the High Commissioner.

12. The executive and legislative authority for the Government of the Saipan District is vested in the Commander in Chief, United States Pacific Fleet. This authority has been delegated to the Commander, Naval Forces, Marianas, whose headquarters are located in Guam. A Naval Administrator stationed in Saipan, who is directly responsible to the Commander, Naval Forces, Marianas, is the counterpart of the District Administrator in the other parts of the Territory.

Division of the Administration

13. At its twenty-sixth session, the Trusteeship Council reiterated its hope that the Administering Authority would continue to keep the question of the unification of the administration of the Territory under a single civilian authority under close review. The Mission discussed this question with the Commander, Naval Forces, Marianas and the High Commissioner in Guam as well as with the authorities in Washington. The Administering Authority pointed out that the Trust Territory is a strategic area under the Trusteeship Agreement, that the United States Navy has strategic functions in the Saipan District and that the Administering Authority had therefore made the United States Navy responsible for the administration of that district. It was stated that this arrangement, in addition to being necessary for strategic reasons, was more economical for the Administering Authority.

14. The Mission does not wish to pursue this point on purely theoretical grounds; it is solely concerned with the extent to which the method of administration of the Territory is conducive to the achievement of the objectives of trusteeship. However, the Mission cannot overlook the political consequences which appear to flow from the separation. The fact is that the United States Government is putting into Saipan, which is already better off comparatively, more money than into other Districts and its budget is separate from that of the rest of the Territory. Examples of the consequences of this are: employees of the Administration in Saipan are better paid; schools in Saipan have better facilities and qualified teachers; it has better roads; Saipan is the only District in which the Chief Medical Officer was able to say that there were no financial impediments to his work; the government agricultural programme is more adequately financed.

15. While the Mission notes these things with satisfaction, it wishes to point out that such financial discrimination can have the result of further encouraging Saipan's feeling of separateness from the rest of the Trust Territory, the consequences of which are discussed in this report under a separate heading.^{1/} Saipan has, in a sense, a financial responsibility for the rest of the Trust Territory, just as the richer and more advanced parts of any country have for poorer parts. At present, the arrangement by which Saipan's share of the only national source of revenue, namely the copra tax, is spent in Saipan as "district revenue", whereas the copra tax from the rest of the districts goes into a common pool, militates directly against this. Presumably, the same arrangement will apply in the case of other territory-wide taxes, which may be raised in the future. This impedes the natural course of development which would be for Saipan to take some lead in the development of the Territory as a whole. In this connexion it should be noted that Saipan has also established its own separate copra stabilization fund.

16. Further, as a result of the present arrangement, the island of Rota, which lies between Guam and Saipan and which is part of the Marianas group of islands, with a population of only 996, is administered by the High Commissioner as a separate district. While on the one hand there is demand by the people for the unification of all the Marianas, on the other there is this separation of even those islands of the Marianas which form part of the Trust Territory. Naturally, it is difficult for the people of Rota to understand why they are treated differently from the people of the Saipan district.

17. On the basis of available evidence, the Mission feels that the present arrangement helps to encourage separatist tendencies and is thus a hindrance to the development of the Trust Territory as a whole towards the objectives of the Trusteeship Agreement. The Mission, therefore, considers that very serious consideration should be given to placing the Saipan District, together perhaps with Rota, under the authority of the High Commissioner. Without wishing to pass any judgement on strategic or security considerations, the Mission thinks that ways should be found of meeting these considerations, which avoid the political disadvantages referred to above. It believes that it is the responsibility of the Administering Authority to make internal administrative arrangements in such a way as to ensure that a common policy is applied in all

^{1/} See paragraphs 55-69.

the Districts of the Trust Territory, and that the resources available for economic development and social services are allocated to the various districts with regard to the needs of the Districts and not with regard to extraneous considerations such as the special security position of Saipan. Moreover, it is of the opinion that special importance should be attached to the full integration of Saipan into the Territory-wide institutions of Government which are being developed; such integration would involve full participation in the inter-district Council, and the integration of the Saipan budget both for revenue and expenditure with that of the rest of the Territory.

Headquarters of the Trust Territory

18. The headquarters of the Trust Territory are located in Guam, which, although a part of the Marianas group of islands, is not part of the Trust Territory but a Non-Self-Governing Territory under the United States of America. The question of the location of the headquarters within the Territory has been the subject of study by past Visiting Missions and of discussions at several sessions of the Trusteeship Council. The Council has continued to express the belief that the transfer of the headquarters to a site within the Territory would facilitate closer association between the Administration and the inhabitants of the Territory and stimulate greater political cohesion among them. At its twenty-sixth session, the Council reiterated the hope that the Administering Authority would keep this question under close review.

19. During the Mission's first visit to Washington, it discussed this question with the officials of the Department of Interior. The Mission was informed that the matter is constantly under review by the Department in terms of the most effective operation of the Trust Territory Government and of the needs of the Micronesians. No decision has been reached as to when the headquarters might be moved from Guam. Although the various reasons for establishing the headquarters within the Territory are appreciated by the Department, it believes that a move of such importance should depend in large part upon the type and nature of governmental structure which would in the future be established by the citizens of the Trust Territory. The Department further stated that the desires of the Micronesians for the location of their capital in relationship to their government are also a major factor, which also should be taken into account. Until the

foregoing conditions have developed, the Department pointed out, existing transportation routes and the ability of the Trust Territory Government to draw upon facilities and services readily available only on Guam weigh heavily in favour of the present location on Guam.

20. While in the Territory, the Mission discussed this question with elected representatives of the people in different district centres. It gained the impression that the question of the site of the Headquarters has not so far been discussed by the people in any of the representative organs. However, views expressed to the Mission, representing mostly individual opinions, in the Marshalls, in Truk, and in Palau favoured the establishment of the headquarters within the Trust Territory. At the public meeting in Truk, two speakers specifically requested that the headquarters be moved to Truk because of its central location and the fact that the population of Truk is larger than that of any other District. They said that such a move would also provide more employment to the inhabitants of the District. In Saipan, the Mission received a written communication (Annex I (a)), which, among other things, requests that the High Commissioner's headquarters be established on Saipan without affecting the present administration of the District by the Navy. Only in Yap, the Mission heard the view expressed at the meeting with the joint session of the Yap Islands Congress and the Yap Island Council in favour of the headquarters remaining in Guam for the present as Guam, according to him, was centrally located and was convenient from the point of view of transportation facilities. However, at the same meeting, other speakers said that they favoured the moving of the headquarters into the Territory provided that a suitable harbour and good communications facilities could be established.

21. The Mission heard, while touring the Territory, that the Trust Territory Government had purchased some land in Guam to serve as a site for the Territory's new headquarters. In order to clarify the situation, it addressed a series of questions to the High Commissioner seeking information. The questions and the answers received are reproduced below:

"1. 'Has the Trust Territory Government purchased some land in Guam to serve as a site for the Trust Territory's new headquarters?'

"Land has not been purchased in Guam for a new headquarters site. The present Trust Territory compound which is under lease to us increasingly is considered a danger area in view of the jet plane traffic. Further,

our lease is due to expire in the near future and arrangements for housing Headquarters employees in any event would have to be made. We have acquired suitable land without any exchange of funds here on Guam. It is this land, I believe, the Mission has been told about and it is on this land that our new housing area might be constructed.

"2. 'When is it intended to build the new permanent Headquarters?'

"The construction that is contemplated, that is, housing, is not regarded by the Administration as necessarily being the new permanent Headquarters. No definite decision has been made. We hope, if funds are available, to start the housing unit, some 20 units, this coming fiscal year.

"3. 'What is the total expenditure involved in this project?'

"Approximately \$400,000.00 expenditure is contemplated for Headquarters staff housing.

"4. 'When will the project go into implementation?'

"As indicated above, no definite decision has been made. Possibly, construction of the housing unit will be started this coming fiscal year.

"5. 'Was the Inter-District Advisory Committee consulted about the matter?'

"For a number of years, the question of a relocation of Headquarters has come up for discussion at the Inter-District Conferences. In general the delegates have felt that until such time as there is more territorial consciousness and the people, themselves, know better what the future of the area will be, a decision to relocate headquarters into the district should be kept in abeyance. The Inter-District Advisory Committee which met last August was informed in general terms of the possible move away from the present compound.

"Presently, there are some 20 Trust Territory scholarship students living in the compound. Last year, the Inter-District Delegates were informed of plans to build a dormitory for Trust Territory scholarship students on the campus of the Guam Territorial College. The reasons for the proposal were several fold:

"(a) The present compound must eventually be vacated

"(b) It is felt that there are many advantages for the students to live on the college campus.

"6. 'In going ahead with this project, is it the Administration's intention to set aside the caution notes sounded by the Trusteeship Council?'

"The answer to this, of course, is no. We do not consider the Guam relocation as the establishment of a new permanent Headquarters. As I have indicated at the Trusteeship Council, the Administration is in full agreement that eventually the Headquarters of the Trust Territory should be within the Territory.

"All the above, of course, is subject to review by the incoming Administration. Construction of housing in a new location is thought to be necessary to get the present compound employees out of the danger area. There will also be future value and/or use to the Government for the housing units and administration building in the event the Trust Territory Headquarters moves into the district. We will need to maintain a sub-unit in Guam for various reasons. Thus, we will need to retain some space and buildings here even when our Headquarters is in the Territory. Further, we might be able to dispose of, by sale, surplus housing units. This money can then be used in turn for the new Headquarters in the Territory."

22. The Mission is not unaware of the importance for the people of the Trust Territory and of Guam of their future relationship with each other. Both Guam and the Trust Territory of the Pacific Islands are parts of Micronesia, which have been separated by a historical accident, and they may have much to offer each other politically, socially and economically. The Mission is also aware of the financial and other implications of the transfer of the Trust Territory's headquarters to a central location within the Territory. It considers, however, that such a transfer would be an important step towards creating in the Territory a feeling of national unity and identity which would assist substantially in the achievement of the objectives of the Trusteeship system. While Guam may have considerable advantages from a logistical point of view, to some extent these will be matched by Truk, which has a more central position, when the deep water port now under construction there is completed. The headquarters of the Territory's radio communications system are already located in Truk. The Mission notes the statement that the Administration is in full agreement that eventually the Headquarters of the Trust Territory should be within the Territory.

Civil Service

23. The Trust Territory's Civil Service is composed of United States citizens, who are employed under and subject to United States Civil Service regulations and Micronesians, who are employed in accordance with the policy and procedures laid down by the High Commissioner. The conditions of service of the Micronesian employees are described in the "Micronesian Title and Pay Plan".

24. It is the declared policy of the Administering Authority to replace American employees with Micronesians as rapidly as possible, and, as a matter of fact, a number of senior positions in some of the departments are now held by the latter. For example, in all districts except Saipan the District Directors of Health are Micronesians. In the Department of Education also several responsible positions including the post of District Director of Education in the Marshalls are now held by Micronesians, and qualified Micronesians are being trained for other senior positions, which are, at present, either held by Americans or are temporarily vacant.

25. This policy does not seem to have been implemented to any tangible degree, as yet, with regard to the Departments of Agriculture and Administration proper. The Mission was informed that five Micronesian students are being trained in tropical agriculture in the Philippines, and that they will, in due course, take over responsible positions in the Department. On the other hand, the Mission did not find any evidence to show that the transfer of senior Administrative posts, such as those of District Administrator and Assistant District Administrator, to Micronesians is contemplated in the near future. Special and urgent attention, in the Mission's view, needs to be given to this matter. The Mission is confident that educated Micronesians are available who could be entrusted with at least some of these positions of high administrative responsibility after suitable training.

26. The scope of the in-service training programme, whereby Micronesian employees in various districts are brought to Guam for training at headquarters for short periods in specific areas such as Finance, Personnel, Supply and Administration, etc., is rather restricted and for the present this programme seems to cover only junior personnel. This and other programmes for training Micronesians to take over responsible positions in all areas of administration need to be expanded and intensified rapidly. While the Administering Authority's policy to replace American employees with Micronesians is to be commended, the Mission cannot fail to bring to

the Council's attention several complaints received by it to the effect that, perhaps in some fields such as health and education qualified American persons have been withdrawn too rapidly and without ensuring that their Micronesian successors are sufficiently qualified and trained to hold their posts. The Mission considers that, while the present policy should be pursued with vigour, it would be desirable for the Administering Authority to retain a certain number of Americans in supernumerary posts in some of the departments for short transitional periods.

27. The Mission is glad to state that, despite isolated instances to the contrary which were brought to its attention, the American employees generally maintain good relations with the Micronesians, and that their competence and ability are respected by the latter. Equally, the Micronesians holding positions of responsibility deserve praise for the excellent account they are giving of themselves in positions of responsibility. The Mission appreciates the Administration's anxiety to ensure good and harmonious relations between its American and Micronesian employees on the one hand, and between American employees and the people on the other.

28. One of the general complaints made to the Mission was that the salaries paid to Micronesian employees, in spite of an increase in January 1961, were too low considering the cost of living. It was represented that the cost of living had gone up considerably, in the Marshalls for example as much as 40 per cent, and that consequently the present salaries were inadequate to meet the needs of the Micronesian employees. The Mission discussed the matter with the High Commissioner who stated that "The Micronesian Title and Pay Plan" provided what was considered to be a reasonable wage based on a variety of factors, one of which was that in most cases Micronesians were stationed in their own localities and derived an income from their lands. Some of the problems arose, he said, because of customs and traditions whereby a person had to share his salary income with his whole family. He felt that, considering the circumstances of the Territory, the wages, except perhaps in spots, were not too low. While the Mission does not have the information to judge whether the present salaries are adequate or not, in view of the general nature of the complaints it would suggest that the Administration should study this matter carefully with a view to adjusting the salaries where necessary.

29. Another problem brought to the attention of the Mission was the question of housing for Micronesians from outer islands employed in District Centres of those who are posted away from their homes and do not have the advantage either of free accommodation or food from their lands. In such cases, the difficulties would appear to be genuine and remedial action, such as the provision of housing and special allowances for the duration of service, is called for. Such action may also serve as an inducement for service in various parts of the Territory away from home, which is necessary for the building up of a territory-wide Civil Service.

30. The salaries of Micronesian employees are calculated on an hourly basis. Those who spoke to the Mission about this matter seemed to have the feeling that to pay, for example, the wages of a District Director of Health or Education on an hourly basis was not very appropriate. The Mission shares this feeling and recommends that the salaries of all Micronesians who are regular members of the Territory's Civil Service should be calculated in the same way as in other similar services. Urgent consideration should also be given to the establishment of Provident Fund and/or Pension benefits for Micronesian employees.

Judicial System

31. The judicial organization in the Territory consists of a High Court with a Trial Division and an Appellate Division, the District Courts and the Community Courts. At the head of the organization is the Chief Justice and an Associate Justice, both appointed by and directly responsible to the Secretary of the Interior. All the Courts are under the administrative supervision of the Chief Justice.

32. All judges of the District and Community Courts and all Clerks of Courts are Micronesians. Two Micronesian judges sit with the Chief Justice or the Associate Justice in the Trial Division of the High Court in the trial of murder cases. In other cases involving local inhabitants, the Trial Division regularly appoints an assessor, often one of the District Court Judges, to advise on local law and custom. Customary laws not in conflict with the established laws of the Territory have full force and effect of law in matters and in areas to which they are applicable.

33. In the Saipan District, the Saipan Court of Appeals performs the functions of the High Court. The Chief Justice and Associate Justices of the Saipan Court of Appeals are appointed by and are responsible to the Commander, Naval Forces, Marianas Islands, under the authority of the Commander-in-Chief, United States Pacific Fleet and the Secretary of the Navy.

Development towards self-government

Local Government

34. The basic unit of local government in the Territory is the Municipality, the Chief executive of which is the Magistrate. In Saipan and Tinian Municipalities, the term Mayor is used. The Magistrate, who in most cases is elected, is assisted by a treasurer and other officials. In all, there are 102 Municipalities in the Territory. These, according to the information furnished to the Mission by the Administration, cover the entire population of the Territory with the exception of the following:

(a) In Palau District, a population of 8 living on the island of Pulo Anna located in the south-west of the District;

(b) In Yap District, a total population of 2,329 living on the out-islands of Ewipik, Elato, Fais, Faranlep, Ifaluk, Lamotrek, Ngulu, Sakawal, Sorol and in the out-island groups of Ulithi and Wolsai.

35. In 1957 the Administration launched a programme of chartering municipalities in order to delineate their boundaries, define their taxing and legislative powers, set up procedures for the election of officers and to outline the responsibilities of the elected officers. The Administration has set for itself a target of chartering 10 municipalities each year and 42 of the 102 municipalities now possess charters. The Mission observed that with the introduction of the elective procedures, the situation in which local authority was vested in traditional rulers is gradually changing. The programme of chartering municipalities should be pursued with vigor and the whole Territory should have a uniform system of municipal administration based on elections at the earliest possible date.

District Legislative Organizations

36. District-wide organs of local government now exist in four districts of the Territory; the Marshalls, Palau, Ponape and Truk. These organs perform both legislative and advisory functions in specified fields. The Palau Congress, chartered in January 1955, is composed of 36 elected Congressmen, each elected for two-year terms from the sixteen municipalities of the District, each Municipality having a minimum of one or a maximum of five representatives on a population basis, 16 elected magistrates and the hereditary chiefs of the municipalities, and the two High Chiefs of Palau. Although all members participate in the debates, only the elected Congressmen are entitled to vote on resolutions of the Congress.

37. The Truk District Congress was chartered in August 1957. Members are elected for two-year terms from each municipality on a population basis. Each municipality with less than 500 population elects one representative and those with more than 500 population elect one for each 500 persons. Members are elected for two-year terms, the present membership being fifty-two.
38. The Ponape Congress, which was established in July 1958, is composed of 35 elected members. Representation is on the basis of one for each 400 of the population, each member being elected for a term of four years.
39. The Marshall Islands Congress, chartered in December 1958, is at present composed of 68 elected members and 19 Iroij Laplap (hereditary chiefs), the latter being appointed to membership for life by a majority vote of the Congress. Elected representatives are elected for two-year terms by Municipalities, on the basis of one representative for every 250 persons.
40. In Yap, the establishment in 1959 of the Yap Islands Congress brought together the ten municipalities on Yap proper under one organization. The Yap Islands Congress has a membership of 20, each of the ten municipalities being represented by two members, each elected for a term of four years. Although the Yap Islands Congress does not include representation from the outer islands of the District, future plans of the Administration provide for making it a District-wide body.
41. Rota District, which consists only of the one island of Rota with a population of 996, has an elected Municipal Council. Members are elected for two-year terms. The Municipal Council, which has a membership of ten, performs in essence the same functions as do the District Congresses in other Districts.
42. In the Saipan District, there is no District-wide legislative organization. Two separate chartered Municipalities function in the District, one in the island of Saipan and the other in the island of Tinian. The Saipan Municipality, which often describes itself as the Congress of Saipan or the Saipan Legislature, includes representatives from the inhabited islands to the north of Saipan. It is composed of fifteen members elected for two-year terms. The Tinian Municipality, which similarly describes itself as the Tinian Congress, has a membership of seven. Plans are now under consideration, the Mission was informed, for possible amalgamation of these two municipalities into a District-wide Congress and a joint meeting of the Congressmen of both was recently held to discuss the matter. The Administration

hopes that these efforts will eventually lead to the establishment of a District Legislative Body.

43. The District Congresses of Truk, Ponape and the Marshalls, the Yap Islands Congress and the municipalities of Rota, Saipan and Tinian, which, in their respective areas, perform more or less the same functions as those of District Congresses, are empowered, under their respective Charters and within the limits defined therein, to levy taxes and to provide for their collection, to use and disburse funds so collected and to enact laws for the District or Municipality concerned. The decisions of the District Congress become laws of the respective Districts when approved by the High Commissioner. Any decision on which the High Commissioner has not taken action within 180 days of its receipt automatically becomes law. No case of the High Commissioner having disapproved the decision of a Congress was brought to the attention of the Mission.

44. Members of the District Congresses and Municipalities, many of whom the Mission was able to meet, are taking a keen and intelligent interest in their work. Leadership of many of these organs has been vested in elected younger and educated men rather than in customary chiefs. Though strong attachment to tradition still exists in several parts of the Territory, the elders are beginning to recognize that responsibility should be placed in the most capable hands irrespective of a person's position in traditional society. This, in the Mission's view, is an encouraging development.

45. While the powers conferred on these bodies under their respective Charters seem to be theoretically wide, their effective authority is limited by the fact that they can pass on financial matters only to the extent of local revenues collected by each, the major share of which is devoted to the support of elementary education. The Mission considers that ways and means of expanding the effective functions and authority of these organs of local government should be found, so as to include activities presently financed from Trust Territory funds, consistent with the necessary degree of financial control from the centre.

46. Another problem which came to the attention of the Mission is that some of the District Congresses had to rush through a large volume of business in a short period of time. In Palau, the Mission was told that the Palau Congress meets twice a year for five days each and that this is not enough to deal adequately with all the problems. When asked about the reasons for such short sessions, the Mission was

told that there are not enough funds to defray the expenses including compensation for members and that many of the members of the Congress have also other jobs to do. The Mission suggests that the Administering Authority should give consideration to this matter with a view to improving the situation. The Mission feels that the membership of the Congresses might be considerably reduced and the economies thus effected utilized to provide for longer and more fruitful sessions, which will permit proper consideration of draft legislation.

The Inter-District Advisory Committee

47. The only Territory-wide body, which at present has only advisory functions, is the Inter-District Advisory Committee to the High Commissioner. Members of this Committee, who used to be appointed by the High Commissioner, are now elected by the legislative organs of the districts. The Committee meets once a year for about a week and, in order to provide for continuity, it decided in 1958 to have members elected for hold-over terms so that each district delegation would have one member who was in attendance at the previous year's meeting.

48. A Social Sub-Committee appointed in 1959 reported in 1960. The Advisory Committee at its 1960 session discussed the Sub-Committee's report for two days, with the participation of the High Commissioner and his headquarters staff. The Committee also discussed various problems relating to economic development including land problems and made recommendations thereon. It exchanged views on a number of other problems including personnel administration, wages, banking and radio communications. The Advisory Committee decided to keep the Social Sub-Committee in existence and to establish an Economic Development Sub-Committee. Both are to meet in various Districts throughout the Territory.

49. With regard to the work of the 1960 Conference, the High Commissioner told the Mission that it was the best conference of the Committee so far. The report of the Social Sub-Committee, he added, was a good report which was critical at the right points and gave evidence of an objective approach to problems. During 1961, this Sub-Committee is expected to undertake studies on sanitation and elementary and intermediate education. The Mission was glad to hear that in the High Commissioner's view the members of the Inter-District Advisory Committee have made large strides in developing an objective and comprehensive approach, although in the initial stages, delegates from each District had tended to concentrate upon their own particular problems.

50. The High Commissioner informed the Mission that it was intended to establish this year a third Sub-Committee on political affairs. The Inter-District Advisory Committee will then have sub-committees covering all the main fields of government activity; the Mission hopes that it will then be in a position to play a more effective part in the solution of the problems of the Territory. The Mission also recommends that the Administering Authority should give urgent consideration to the transformation of this body into a statutory elected Territorial Council with both legislative and fiscal functions.

51. In relation to the work of the Advisory Committee, the Mission noted that the representatives from the Saipan District did not take part in the discussions of the Committee, but attended the meetings only as observers. The Mission wishes to point this out as another instance of arrangements which are not in keeping with the objective of encouraging the unity of the Territory, and to suggest that, in future, members from Saipan should be allowed to participate in the meetings as full and equal members. One observer from Saipan himself stated at the 1960 session of the Committee that Saipan representatives should participate fully in the proceedings as delegates and not merely as observers. He pointed out that although Saipan is part of the Trust Territory, it is not aware of many of the programmes being carried out in the other Districts, and expressed the view that there should be closer contact between Saipan and the other districts.

52. With regard to the development of institutions of self-government, in addition to the suggestions made in the preceding paragraphs, the Mission recommends that the Administering Authority should give urgent consideration to the appointment at the Headquarters of a senior officer to deal with all matters connected with political advancement under the direct supervision of the High Commissioner. Such an officer should be responsible for all aspects of organization, co-ordination and political education including (a) the development of the Inter-District Advisory Committee into an elected Territorial Council with legislative and fiscal functions, (b) the establishment of District Congresses, where such bodies do not exist, and the further development of the powers and functions of the existing Congresses, (c) the chartering of Municipalities and (d) organizing necessary political education and training at all levels. It should be possible for such a political officer to spend a good part of his time in the various Districts of the Territory, which the High Commissioner may be unable to do.

Development of Political Parties

53. Recently two political parties have been organized in the Territory, both of them in the Saipan District. The first party, which was established on 28 December 1960, is called "The Popular Party of Saipan District". The purposes of the party, as laid down in its Constitution are:

To promulgate Jeffersonian principles, some of which are:

- a. Popular control of government;
- b. Wide extension of suffrage and the fullest measure of personal liberty;
- c. Religious liberty; and
- d. Free speech and free press.

To aid, advance, encourage, and promote the candidacy of all persons seeking election to public office under the Popular Party of Saipan District banner.

To promote, encourage, and foster a feeling of good fellowship, friendship, and good will among the members of this organization.

To encourage the active participation of all the people of Saipan District, in the social, economic and political welfare of the Territory.

To uphold the principles of good government.

To assist in any other matters pertaining to the welfare and advancement of the members and for the attainment of the highest order of citizenship.

To purchase, lease, hold, or sell real and personal property necessary or proper for the carrying out of the purposes of this organization.

Membership of the party is limited to Trust Territory citizens who are residents of Saipan District. The second party, which was established on 2 February 1961, is called "The Progressive Party of Saipan, Mariana Islands". The purposes of the party as defined in its Constitution are:

To promote progressive development in the fields of political, economic, educational and social of the people of Saipan.

To promote interest and active participation in the political affairs of the Saipan.

To promote, encourage and foster the feeling of good fellowship, friendship, and good-will among the members.

To aid, advance, encourage and promote the candidacy of all persons seeking election to public offices under the banner of the party.

To exercise such powers and to perform such acts as may be reasonably necessary and expedient to accomplish the general purposes for which the party is organized.

The Constitution provides that an applicant for membership of this Party must be a Trust Territory Citizen who is a resident of Saipan.

54. It appears to the Mission that the two parties are organized around the question of the future of the Saipan District, which is dealt with in the following paragraphs. The Mission hopes that Territory-wide political parties giving expression to territorial political consciousness and aspirations will soon come into existence.

Future of the Trust Territory

The question of Saipan

55. It will be recalled that the Twelfth Saipan Legislature, i.e., the Saipan Municipal Council^{1/} referred to in paragraph 44, by its resolution No. 7 adopted on 23 September 1959 had petitioned the United Nations to give serious consideration to the reintegration of the Marianas Islands within the framework of the Territory of Guam, including the granting of United States citizenship (T/PET.10/31). The petitioners claimed that they had the overwhelming support of the people of Saipan District and stated that, if a plebiscite were to be held, the vast majority of the people in the Marianas Islands would favour such integration. The Administering Authority, in its observations on this petition (T/OBS.10/7), stated that in view of the complexity of the issue and its far-reaching implications, it felt that the most satisfactory course would be for the Visiting Mission to make a careful sounding of the precise nature of the petitioners' request and of the extent of the support for that request.

^{1/} The Mission wishes to point out that references to the Saipan Legislature in the paragraphs which follow are to this Municipal Council.

56. On 5 February 1961, one day prior to the arrival of the Mission in Guam, a plebiscite was conducted among the people in the Saipan District in which the voters were asked to choose one of four alternatives. The questions asked and the results were as follows:

<u>Question</u>	<u>Number of votes received</u>	
	<u>Saipan Municipality</u>	<u>Tinian Municipality</u>
1. Do you desire to become U.S. Citizen within the Political framework of the Government of Guam? (Unification with Guam)	1557	85
2. Do you desire to become U.S. Citizen by becoming a separate Territory of the United States? (Annexation with U.S.A.)	818	57
3. Do you desire to remain in the same status as at present?	21	6
4. Other wishes.	None	None
5. Invalid votes.	<u>8</u>	<u>None</u>
Total number of votes cast:	2404	148
Total number of registered voters:	2847	188

57. In Saipan, as in other districts, the Mission devoted considerable time in trying to ascertain the wishes of the people in regard to the future of the Territory. At a largely attended public meeting held in Saipan on 10 March 1961, the following written communications concerning the question of the future of the Saipan District were submitted to the Mission:

- (i) A communication entitled "Argument in favour of the reintegration of the Marianas Islands", from the Chairman of the Popular Party, to which is attached an "official tabulation of the plebiscite held on 5 February 1961 concerning future political structure of Saipan, Mariana Islands" (Annex I (b)). This communication asks for the political reunion of the Northern Marianas with Guam and points out that in a plebiscite held in the Saipan District, 1557 out of a total of 2847 registered voters supported the re-integration of the Marianas Islands.

- (ii) A communication containing 1677 signatures, requesting integration of the Northern Marianas with Guam (Annex I (e)).
- (iii) A "Petition" from the "Youth Association of the Saipan District" requesting the United Nations to give consideration to the unification of the Chamorro people, who are divided by artificial political barriers (Annex I (d)).
- (iv) A communication from "The Saipan Carolinian Community" expressing opposition to the idea of integration with Guam and requesting "direct annexation by the United States of America", after the people had become politically, socially and economically prepared to assume self-government (Annex I (e)).

58. The Chairman of the Progressive Party spoke at the public meeting opposing the request for integration with Guam and proposing that Saipan and Rota Districts should be incorporated into the United States of America as a possession or as a separate territory. He also told the Mission that a petition containing such a request would be submitted to it the following day when the Mission was to meet with the Saipan Municipal Council. After several speakers had expressed their views on one or the other of the two proposals, it was agreed that further discussion on the requests relating to the future of Saipan would be continued at the meeting on the following day.

59. At that meeting the Mission was presented with the following two communications concerning the future of Saipan:

- (i) Resolution No. 13-7 of the Thirteenth Saipan Legislature endorsing the results of the plebiscite held on 5 February 1961 and requesting integration of Saipan with Guam. Attached to the resolution is the official tabulation of the plebiscite (Annex I (i) (iv)).
- (ii) "Petition" signed by eight members of the Saipan Legislature stating that, as evidenced by the plebiscite of 5 February 1961, the people of Saipan District almost unanimously desire to become part of the United States and to be granted United States citizenship and requesting that Saipan and Rota districts be incorporated into the United States as a possession or as a separate territory and that the inhabitants be granted United States citizenship. To this petition also was attached the official tabulation of the plebiscite (Annex I (f)).

60. The views expressed by various speakers both at the public meeting in Saipan and at the meeting with the Saipan Legislature and in the communications referred to above may be summarized as follows:

- (a) One group, represented by the Popular Party, desires integration of the Northern Marianas with Guam with a view to obtaining United States citizenship. The Saipan Legislature has adopted an official resolution, No. 13-7 (Annex I (i) (iv)), supporting this position. It should be noted that this resolution was adopted by a vote of 6 in favour, none against and 6 abstentions.
- (b) The second group, represented by the Progressive Party, stands for incorporation of the Northern Marianas with the United States as a possession or a Territory and for securing United States citizenship. It should be noted that one of the petitions (Annex I (f)) supporting this group's demand is signed by eight members of the Saipan Legislature, while the official resolution of the Legislature requesting integration with Guam received only six votes in favour. Those who favour incorporation believe that integration with Guam would be politically and economically disadvantageous to the people of the Northern Marianas.
- (c) There is an almost unanimous desire among the people in regard to seeking United States citizenship. This is an objective of both the political parties.

61. The Mission got the impression that although for different reasons, there was general agreement for holding the plebiscite of 5 February 1961, the integration group hoped to strengthen their own position, while the incorporation group hoped to prove that, contrary to their opponents' claims, there was opposition to integration with Guam. In the course of the Mission's discussions at the meeting of the Legislature, it was able to obtain useful clarifications on the objectives of the two sides. In answer to a question by the Mission, leaders of both the groups confirmed in public that they were not demanding immediate implementation of their requests for a change in the status of the District and that they merely wished to present their views as to what they wanted to happen some time in the future. The Mission asked why, then, a plebiscite had been organized at this time. The party supporting integration with Guam stated that they wanted to ascertain the true desires of the people regarding their future before the Mission's arrival so that they could present these to the Mission. The other party stated that they supported the holding of the plebiscite to correct the erroneous impression that there was unanimous support for integration with Guam.

62. The Mission was also informed that the move for integration of the Northern Marianas with Guam originated not in Saipan but in Guam. The Guam Legislature made the first move in adopting a resolution on the subject which, after referring to Article 76 of the United Nations Charter, resolved "on behalf of the people of Guam and in sympathy with the people of all the Marianas Islands respectfully to request and petition the Congress of the United States to cause the Northern Marianas Islands to be incorporated within the framework of the Territory of Guam". Subsequently, it appointed a Select Committee, which, in the language of its resolution, "shall have as its duty the thorough study of the problems of reunification and the explanation of such problems to the people of Guam". At the meeting of the Saipan Legislature, the Mission was furnished with copies of three resolutions, No. 367 of 1958, No. 27 of 1959 and No. 74 of 1961, adopted on the subject by the Guam Legislature (Annex II). The Mission also received a written communication (Annex I (h)) from the President of the "Democratic Party of the Territory of Guam" concerning this question.

63. The Mission hopes that as a result of the frank exchange of views it had with the leaders of both the groups, it was able to clarify to them the nature of the problem and to make them understand that there was no possibility of their demands being considered without regard to the interests of the rest of the Trust Territory.

64. At the conclusion of the meeting with the Saipan Legislature, the Chairman, on behalf of the Mission, made the following statement:

"Two issues have been raised; one of integration with Guam and the other of annexation by the United States. These are very complex problems involving important legal, constitutional and political issues.

"According to Article 1 of the Trusteeship Agreement, the seven districts of the Pacific Islands form a single Territory called the Territory of the Pacific Islands.

"The basic objectives laid down in Article 76 of the United Nations Charter, namely to promote the political, economic, social and educational advancement of the Territory towards self-government or independence, are applicable to this Territory as much as to any other Trust Territory. The United States, in Article 6 of the Trusteeship Agreement has specifically undertaken to do exactly this.

"Apparently, the people of Saipan feel that they have reached sufficient maturity to express their wishes concerning their future; in other words, to exercise the right of self-determination. The Mission does not wish to take

issue with that, but it has a duty to stress the fact that Saipan is only one part of a single Trust Territory called the Trust Territory of the Pacific Islands, containing only 8,000 out of about 80,000 inhabitants. If today the United States, as Administering Authority, and the United Nations were to agree to the present request, tomorrow another district might, in the same way, feel that they have reached maturity and demand that they would like to join the Philippines, or Indonesia, or Hawaii. You will agree that this would create great problems. The United Nations is therefore not likely to look with favour on proposals of this nature which would amount to dividing up a Trust Territory and distributing the parts in various ways at various times.

"However, the Mission would faithfully report to the Trusteeship Council your views as expressed to us. The Mission is aware of the considerations which are the basis for the two proposals. The Mission feels that rather than expecting a quick solution, it would be more practicable to investigate the possibilities of obtaining, through administrative action by the United States, the practical benefits which you are seeking through integration or annexation.

"The Mission would like to add that in accordance with Article 76 of the United Nations Charter, when the time comes, the peoples' wishes will be ascertained as to their future, namely self-government or independence. By that time, Guam itself would have changed from its present status of a non-self-governing Territory. It would have been different if Guam were to be integrated as part of the Trust Territory.

"The Mission believes that the position is clear to you. You will in due course see the Mission's report as well as the debates on it in the Trusteeship Council".

65. From the reaction of the members of the Legislature as well as of the general public to the statement of the Mission, it gathered the impression that the people understood and appreciated the position as explained by the Mission. Further, in private conversations which the Mission had with the local leaders after the close of the meeting, it was given to understand that they were more or less satisfied with the views expressed by the Mission.

66. Immediately following its visit to Saipan, the Mission visited the island of Tinian. At the public meeting in Tinian, the Mission was handed an "Official tabulation of the plebiscite held on 5 February 1960 concerning future political structure of Tinian, Mariana Islands" (Annex I (g)) and was asked about the views of the Mission concerning the matter. The Mission invited the attention of the people to the discussions it had at its meeting with the Saipan Legislature. The Naval Administrator of Saipan, who was present at the Tinian meeting, agreed to make the Mission's statement at Saipan available to the people of Tinian.

67. In the light of what has been stated in the preceding paragraphs, the Mission considers that, while the Trusteeship Council should be informed of the views expressed by the political parties and others in Saipan District concerning their future, in written communications or in conversations with the Visiting Mission, no action by the Council is called for at present in this matter. Having said that, the Mission would like to make some comments on the apparent reasons which led the people to demand the separation of Saipan from the rest of the Trust Territory. At present both the political parties in Saipan want the District to join the United States either by integration with Guam or as a separate territory and thereby become entitled to United States citizenship and all the advantages flowing from it as they see them. The Mission also understood that the United States military expenditure in Guam and to a lesser extent in Saipan, and the comparative prosperity resulting therefrom, are in part responsible for the desire on the part of the Saipanese to seek, on the one hand, merger with Guam and, on the other, a separate future for themselves. In making this move, it seemed to the Mission that the people were overlooking one important and over-riding fact of international politics and international law. The fact is that the people of Saipan cannot join the United States until two conditions are satisfied:

- (a) That they have achieved a greater degree of self-government in which respect Saipan enjoys perhaps less than some other districts, and correspondingly, a greater degree of economic self-sufficiency, even though Saipan enjoys more of it than the other districts.
- (b) That all the people of the Trust Territory are ready to choose their future, i.e., the form of self-government or independence which they want, at the same time. The Trusteeship Agreement treats the Trust Territory as one single Territory and there is no likelihood of the United Nations considering at the present time any proposal which looked like a premature effort aimed at "secession" or "partition", which can only be done by amending that Agreement.

68. The Mission feels that it is important for the Administration to do all it can to take the heat out of this move for becoming part of the United States as a separate territory or as part of Guam by reminding the people in strong terms

that the future of Saipan cannot be considered apart from the rest of the Trust Territory and by encouraging them to look to the rest of the Territory. It is the Mission's impression that this has not always been done in the past, that the problems concerning their future have not clearly been explained to the people of Saipan, and that in fact the explanations sometimes furnished by the Administration's officials on the spot might have created the contrary effect. (Annex III (a)).

69. The Mission also feels that the Administering Authority should consider ways and means of reducing the causes of dissatisfaction amongst the people of Saipan. For instance, consideration might be given to ways of giving to the people of the Trust Territory the practical advantages which the people of Guam now enjoy as a result of their being United States citizens. Such advantages are enjoyed by the people of some other Trust Territories in the countries of their respective Administering Authorities.

Discussions in other parts of the Territory concerning its future

70. The Mission was pleased to note that thought is being given by the people in various parts of the Territory to the question of its future. During its tour, the Mission received certain documents containing information on some of the questions which have been under consideration. Relevant extracts of these documents are annexed to this report (Annex III). At various places in the Territory, the Mission was asked questions concerning the Territory's future. For example, at the public meeting in Koror, Palau District, a questioner asked whether the Mission would cease to come when Micronesia had become independent. He stated that it was his understanding that the Trust Territory consisted of many islands with different cultures, languages and customs spread over a large ocean area and asked whether it was possible to unite them into a single independent nation. If that was not possible, he wanted to know whether the Trust Territory could become a semi-independent nation under the United Nations or any particular country.

71. While the Mission appreciates the efforts of the Administration in assisting the people to clarify their thinking concerning their future, it feels that the different ways in which the questions have been formulated in different parts of

the Territory might have given rise to a certain amount of confusion. It would be useful, in the Mission's view, for the Administration to prepare a document for use all over the Territory explaining the objectives of Trusteeship and the fact that the people themselves would at the appropriate time have the opportunity of freely expressing their wishes concerning their future, and that, if necessary in the light of circumstances then prevailing, suitable alternatives to be formulated by the United Nations may be put to them at a popular consultation.

72. Another point that has to be borne in mind in this connexion is the present state of the Territory's economy. It has not developed to a stage where the economic future of the Territory can be predicted. Nor does it follow that complete economic self-sufficiency is a pre-requisite for self-government or independence. While therefore the Administration should continue to encourage the people to think about their future, great care should be taken to see that such thinking is directed towards the achievement of the objectives of trusteeship and does not result in creating anxieties in the minds of the people about their economic potential and consequently their capacity to govern themselves.

CHAPTER II
ECONOMIC ADVANCEMENT

General

73. The Mission has formed the view that the Territory's main natural economic resources have not as yet been exploited. The potential for heavy industry, extractive or manufacturing, is limited, but small-scale industries based on agricultural produce and the resources of the vast seas surrounding its land area offer definite and substantial possibilities. These have not been explored, and agriculture itself is little developed. In the face of these possibilities, the economy has been allowed to remain static for too long. As a result, considerable dissatisfaction and discontent are evident among the people. They are no longer isolated, and have become well aware of the advantages deriving from a better developed economy. The economy has for many years been tied to a more advanced economy, first of Japan and subsequently of the United States; it is no longer possible to contemplate reversion to a subsistence way of life. Moreover, under the United States administration in recent years, many of the younger people have studied and lived outside the Territory and have thereby acquired expectations and aspirations which must be satisfied. It must also be remembered that the subsistence economy, which, at its best, need not necessarily be an economy of poverty, covers only one part of the needs of these people, namely food. Of this they seem to have enough, but for all other essential requirements, such as cloth and other consumer goods, they have to rely on imports and this again places them in direct contact with other more advanced economic systems. Also the need to purchase such items highlights the need for cash earnings. The clamour for work and cash incomes is universal, and in all districts of the Territory several people stated that they had more of both during the Japanese administration. These complaints seem to have basis, as several industries and other activities, which were flourishing in the pre-war era and were destroyed or abandoned during the war, have not been rehabilitated or revived.

74. There has been a very substantial growth in the Micronesian population which will continue and which adds to the Territory's needs and demands economic

growth. While exports are negligible - and this may remain the case for some time except in regard to fish and one or two cash crops - the emphasis has been on imports of consumer goods of all kinds even when, given some effort and investment, these could be locally manufactured with benefit to the Territory's economy. The Mission is convinced that a definite, urgent and well co-ordinated effort is called for immediately to revitalize the Territory's economy in general and to expand the scope of economic activity. This is necessary not only to set the Territory on its feet but also to restore the people's confidence in their economic potential. The Mission feels that misgivings about the Territory's capacity in the future to sustain its own economy cannot be used as a reason for curtailing the level of investment which is now needed to enable the potential of the Territory to be fully realized.

75. In the following paragraphs the Mission wishes to present briefly some of the more important economic facts which should be borne in mind. More detailed information concerning these will no doubt be furnished by the Administering Authority in its annual report. Towards the end of this section, the Mission has presented its observations and recommendations, based on what it was able to see for itself, with respect to economic development.

76. The major source of cash income for the people is their export crops. Of these, the most important is copra. The total export income during the year ending 30 June 1960 was \$1,891,300, made up of \$1,587,767 from copra, \$148,366 from trochus, \$104,988 from the sale of vegetables, \$27,275 from fish and meat, \$20,711 from handicrafts and shells and \$2,193 from charcoal. Other sources of cash income are government employment, employment in private business and other miscellaneous activities. There is at present no marketing of cash crops locally.

Coconut Development and Copra Production

77. Copra production has recently suffered a set-back as a result of successive typhoons. The Administration anticipates that for the next few years the annual production will be between 10,000 and 12,000 tons. The income derived from copra production fluctuates with world prices, although the adverse effects of this fluctuation are cushioned by the operation of the Copra Stabilization Funds (one for Saipan and another for the rest of the Territory). The income received in 1960, \$1,822,000, was the highest ever.

78. A ten-year coconut development programme for the entire Territory, drafted in 1959, was put into effect in 1960. Procedures for improved methods of selection of seednuts and for cultivation are based on the recommendations of a coconut specialist from Ceylon, who had spent some years in the Territory and made a detailed study of the needs of the Territory. This programme is based on a priority replacement of old and debilitated palms and replanting of typhoon devastated areas, development in new areas and rehabilitation of pest-infected islands. The improvement of transportation and storage facilities is another important element in this programme. The Mission was informed that the implementation of this programme was subject to the availability of labour, trained agricultural personnel and finances. The export of copra must clearly remain the foundation of the Territory's export earnings, and the Mission hopes that financial difficulties will not be allowed to hamper this most important programme. Where necessary, the desirability of offering a suitable subsidy for planting coconut trees should be considered by the Administration; this might help to overcome local labour shortages.

79. One of the general complaints received by the Mission concerned expensive and infrequent transportation facilities for copra and inadequate arrangements for storing it. This is a serious problem, which particularly affects the people in the outer islands, and the Administration is giving attention to it. In view of these difficulties, there is little incentive for people in the outer islands to collect nuts, as copra often gets damaged due to exposure before it can be transported to a central storage point. The provision of transport and storage facilities on an adequate scale is likely to result in an appreciable increase in copra production and this seems to offer an excellent field for co-operative organization.

Cacao Development

80. A good deal of impressive work is being done in developing cacao as a major cash crop. The Programme for the Trust Territory is under the direction of a cacao specialist stationed in Ponape. Ponape has a small demonstration area used for trial seed introductions, experimental projects and for training cacao growers. The programme is subsidized by the Trust Territory Government and

and includes free distribution of seedlings and subsidies to those who plant them. At present the cacao planting programme is confined mostly to two Districts, Ponape and Truk. In both Districts, the people are enthusiastic about the prospects of cacao. The Mission was informed that the Agricultural Department in Ponape has a programme for planting one million cacao trees over a period of nine or ten years, and in the course of time these plantations will bring in a revenue of \$1 million per annum. On the other hand, cacao plantings have made much more impressive progress in the District of Truk, where, thanks to the energy and enthusiasm of the District Agriculturist, about half a million trees have already been planted, and some of them are already bearing fruit. The Mission was also informed that it would be possible to push this programme faster only if more cacao seedlings and the necessary financial subsidy could be provided to the planters, whose demands were pressing. The Mission saw an efficient, though small, cacao demonstration fermentary in Ponape. It hopes that cacao fermentaries on a larger scale will be established both in Ponape and Truk, particularly in the latter, where the crop yield is expected to be greater. The Mission is confident that a stepping up of the present programme can develop cacao into a major export crop very shortly.

Development of Black Pepper

81. Black pepper was first introduced experimentally at the Ponape Agricultural Station several years ago. The Mission was told that unfortunately, the wrong type of cuttings had been planted in the initial stages of this experiment and that a few years elapsed before the mistake was discovered; consequently the suitability of the crop could not be ascertained till a year or two ago. This points to the necessity of such experiments being carried out under the supervision of experts who have had personal experience of tropical agriculture and tropical crops. The Mission suggests that a person with specialized knowledge of pepper cultivation should be added to the staff of the agricultural department, and one or more qualified Micronesians should be sent to tropical countries for training in this field of agriculture. At any rate experiments have now confirmed that pepper plants would grow and produce well on Ponape and Truk, and it is possible that they might do well in other districts also. It is, perhaps, time to introduce pepper cultivation on a commercial scale.

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Vegetable Production

82. Vegetables are grown in parts of the Territory, but production for export is almost exclusively confined to Saipan and Rota Districts. Practically the entire produce is exported to Guam and it is important that necessary shipping facilities are available as needed. At present such facilities are provided by the M/V San Francisco, a Rotanese-owned vessel and the M/V Hope, a Saipanese-owned vessel. In other districts of the Territory, farmers are encouraged to grow surplus vegetables for sale locally although local markets have yet to be organized.

Pest Control

83. The depredations of various weeds, insects and other pests constitute a serious threat to production in several parts of the Territory and the Mission was pleased to see the good work being done by the Staff Entomologist stationed in Palau and his staff in developing methods of control. The coconut rhinoceros beetle which, although at present confined to Palau, is the most serious pest in the Territory, has already been brought under partial control, and effective biological methods are being developed for use against the various other pests in the Territory.

Development of Fisheries

84. One of the most important resources of the Territory is fish; in particular, tuna is found in abundance in waters surrounding the islands of the Trust Territory. Although subsistence fishing is carried on in all parts of the Territory, \$155,887 worth of canned fish was imported during 1960, mainly from Japan, a large part of them perhaps caught in the Territory's waters and canned elsewhere. In 1958, a pilot fisheries development project was started in the Palau District. The programme provides for the training of personnel in both reef and deep-sea fishing, the development of plant and facilities and the development of markets for fish from the Territory. A 20-ton fishing vessel constructed in Japan was put into operation in early 1959. It is used mainly for research and experimentation as well as for training Micronesians in long-line and deep-sea fishing, bait-catching and navigation and seamanship. Construction of a concrete

dock, a steel shed and facilities for handling fish on Malakal island were completed in 1960. An ice machine of four-ton capacity, which has been installed at Malakal, furnishes ice to local fishermen and for the project. A fish drying and smoking kiln has also been completed. Future plans include the establishment of pilot canning plant and a School of Fisheries.

85. A fisheries co-operative, organized by Palauan fishermen, with the assistance of the Administration, is functioning alongside the Malakal fisheries project. Fish brought to the District Centre is purchased by the Co-operative. Those varieties which are good for export are shipped to Guam, the others being sold locally or in other districts. Another fisheries co-operative has been formed in Ponape. The membership of this co-operative includes most of the fishermen in that district. A private fishing enterprise is in operation in Majuro, Marshall Islands. A fishing boat costing \$15,000 is being used there for diversified fishing. These projects, for the present, are of an experimental nature and restricted in scope.

Trochus Shell Production

86. Trochus, which is found in commercial quantities in most districts, appears to have been considerably exploited. It is intended to extend trochus cultivation to all islands having suitable reefs. Trochus crop has proved vulnerable to price fluctuations as a result of the increasing use of plastics as a substitute in button manufacture. The Mission was told that there is some hope of a recovery in price as a result of new manufacturing techniques involving the combination of trochus with plastic materials.

Livestock and Poultry

87. The principal livestock in the Territory are swine and poultry, which are found in limited numbers in almost all islands. Each District Agricultural Station maintains breeding hogs and poultry for sale to Micronesians for improvement of local stock. Cattle breeding has been developed to any appreciable extent only in Saipan. There, the cattle population in 1960 increased to 3,850 from 1,860 in 1955. A dairy project for Saipan is planned for the future as a result of the interest shown by cattle owners in the development of dairy herds.

The Mission thinks that the development of cattle in Saipan is encouraging and hopes that there will be similar developments in other Districts where conditions are suitable.

Training in Agriculture and Fisheries

88. A Trust Territory School of Fisheries is proposed to be established at the Fisheries Development station at Malakal island, Palau. It will provide a fourteen-month course in all phases of fishing. Plans have also been made by the Administration to establish in 1962 a Trust Territory Farm Institute in Ponape for providing agricultural training. At present, five scholarships in agriculture are offered annually by the Administration for study in the Philippines. Those who satisfactorily finish the first two years may be considered for degree training in agriculture at the University of the Philippines. Micronesian agriculturists are sent abroad from time to time for specialized training in the fields of agriculture and fisheries. Two Micronesians, one from Ponape and the other from Palau, are now attending the Forestry school in Fiji. The Mission was informed that it is planned to send two students to the University of Hawaii for advanced training in food technology (fisheries) and entomology. The District Congresses also offer a certain number of scholarships in agriculture.

Mineral Resources

89. The mineral resources of the Territory are reported to be extremely meagre. Deposits of bauxite exist, but it is doubtful whether they can be mined economically although surveys are still being made to ascertain their commercial potential. The Mission hopes that such surveys will reveal economic possibilities, but there is no expectation that mineral resources will contribute substantially to the Territory's economic future.

Handicrafts

90. During its tour of the Territory the Mission saw many fine specimens of local handicrafts such as mats, hats, bags, wood carvings, shell work and other similar articles. Craftsmen in most places are left to their own and there is little organization or incentive for better and greater production. The main difficulty

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in the way of the promotion of handicrafts industry is the absence of standardization of products, which in turn causes difficulties in marketing, since there is no way of filling large orders. The Mission observed many articles such as bamboo furniture and mats, which have been imported into the Territory from the Philippines; with a little organization, these might be manufactured locally. There is also a heavy duty on Micronesian handicrafts imported into the United States and this is a severe handicap on what might be a profitable market. A Micronesian economic fair held in Guam in 1960, in which Trust Territory handicrafts were displayed, has created a demand for them. During the same year handicrafts valued at some \$20,000 were exported from the Territory.

Transport and Communications

91. The difficult geographical nature of the Territory with its numerous far-flung islands renders the problem of transport and communications especially difficult and expensive. An adequate system of transport and communications is, nevertheless, essential not only for ease and frequency of movement or as an administrative necessity, but also as necessary infrastructure for the Territory's economic development. The transport requirements of the Territory are fourfold; roads for internal transportation within the larger islands; cheap inter-island sea transportation within a district; inter-district transport by larger ships; and linking of important district and other centres by air.

Roads

92. With the exception of the islands of Saipan and Tinian, where first-class metalled roads are in such abundance that a good mileage of them has had to be abandoned, the general lack of suitable roads even in the larger islands of the Territory, such as Ponape and Truk, is evident. Most of the roads that exist are in extremely poor condition and there is little or no maintenance to keep them in condition for use. The Administration of each district maintains a Public Works Department at considerable expense to the Territory's Government, but it appears that these Departments are responsible for road systems only to the extent necessary for administration purposes. An example of the consequences of this is in Ponape, where a road about three miles long linking

the Administrative Centre with the village of Kapingi has been allowed to fall into a bad state of disrepair. In Ponape and other places, people complained that the resources and the energies of the Public Works Department were fully taken up in attending to the needs of the Administration and housing requirements of non-Micronesian personnel. The construction and maintenance of roads outside the Administration area is the responsibility of either the District Congress or the Municipal Council concerned, who, with their limited resources, seldom seem to have the necessary funds, and consequently roads continue to deteriorate. The Mission thinks that the construction of adequate roads in certain districts and proper maintenance of adequate roads would stimulate economic activity by facilitating the movement of crops and the development of local markets.

Sea and Air Transport

93. A few outrigger canoes, small boats and 40-50 foot schooners are used by the people and by Missionary organizations for transportation between islands and between districts. Sea transportation within and between five of the seven districts is furnished mainly by ships owned by the government and operated by a commercial firm, the Pacific Micronesian Line. In the Marshall Islands, additional transport is provided by two privately-owned vessels operated by local trading companies on schedules determined by the District Administrator. Saipan and Rota are served by a vessel owned by the Saipan Shipping Company and a converted Coast Guard boat furnishes additional transport between Rota and Guam. Another government vessel is on order from Japan, the Mission was informed, and its addition to the existing four government-owned vessels is expected to make for more satisfactory inter-island transport, field trips to outer islands being made once in two months and to the more populated areas once every month. The necessary air link between district centres is provided by a government-owned fleet of three amphibious planes, operated under contract by a commercial company. These planes, which have a somewhat limited range and are unable to undertake long flights to remote islands such as Kapingamarangi even from the nearest district centre, which for that reason the Mission was unable to visit, carry passengers, mail and limited quantities of freight between various points.

94. The Mission received several complaints with respect to the inadequacy of existing facilities for sea transportation especially between district centres and outer islands. There is a demand for greater frequency of field trips, and the complaints seem justified to the Mission. Cheaper and more frequent sea transportation will do much, in the Mission's view, to increase the flow of goods between islands. There are no proper docking facilities even in some of the larger islands like Kusaie and Rota. The Mission was informed by the Administration that it expects to take up the construction of suitable docking facilities in both places.

Telecommunications

95. The Headquarters of the Territory's telecommunications system at Truk provides radio service between Guam and a majority of district centres. The Mission was informed that it is intended to extend the coverage to all districts. While the existing communications are efficient, the Mission regrets to note that they do not cover a wide enough area, and that many of the inhabited islands, such as Pingelap which was visited by the Mission, are cut off even from their respective district centres except for the infrequent visits of field trip ships. In Pingelap for example, no medical facilities, except a small dispensary, are available, and no rescue would be possible in cases of emergency because of the Island's inability to call for assistance from outside. The Mission was informed that the Administration was willing to provide, and had in some cases, in fact, provided, radio transmitters to the inhabitants of out islands to enable them to maintain radio contact with Administration centres; but the system did not work as those to whose care these transmitters were left were not qualified to operate and maintain them. In most such cases, the operators were required to render the service without payment. This, in the Mission's view, is highly unsatisfactory. It is the responsibility of the Government to maintain contact with at least the more heavily populated outer islands, and to see that the necessary equipment and personnel are efficiently maintained, perhaps on a part-time basis, at government expense. The Administration should, therefore, train the requisite number of educated Micronesians in radio operation and locate them in different islands where their services are needed. The Administration might

usefully consult the International Telecommunications Union, which may have experience of handling similar needs in other islands in the Pacific.

Radio Broadcasting

96. Two local radio broadcasting stations are now in operation in Saipan and Majuro (Marshall Islands). Two more stations, one in Palau and another in Yap, are expected to be commissioned into service during 1961, and plans for the establishment of broadcasting stations in Truk and Ponape are also under consideration. The Mission understands that it is the Government's intention to develop these district broadcasting stations to meet district needs. The Mission thinks that a better policy might be to develop a central broadcasting station at a central place such as Truk to cover the entire Territory. Such a station would promote better acquaintance among the people of different districts with one another and thus build up a sense of unity in the Territory as a whole. It could undertake, if necessary, broadcasting in different languages to different districts for limited periods, at the same time ensuring uniformity of programming. It will also provide opportunities for employees from different districts to work together in one place and to understand the varying needs of different districts in this and in other matters.

Building Construction

97. The natural beauty of the Territory is marred to a considerable extent by its towns, which consist for the most part of temporary structures of no aesthetic and little functional merit. These are, moreover, expensive to maintain. In recent years, however, a certain number of new buildings have been constructed by the Trust Territory government for schools, hospitals and for government offices and housing. The Mission noticed that some of these new buildings do not appear particularly well suited to local conditions. It is of the opinion that it would be useful to obtain skilled architectural advice with a view to designing buildings which would be adapted to local needs and taste and would therefore be economical as well as aesthetically satisfactory. The construction and maintenance of good government buildings in a local idiom can have a significant effect on the esteem with which people regard their government.

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Sooner or later, the existing temporary buildings will have to be replaced by adequate permanent ones, and new buildings will have to be provided to meet the Administration's expanding needs. The Mission hopes that upon accession to self-government or independence, the Territory's government will inherit, from the present Administration, buildings which will meet its needs at least for some time to come.

Banking

98. Saipan District has local banking facilities through a branch of the Bank of America. Last year, a branch of the Bank of Hawaii was established in Kwajalein, which is mainly used by the United States civilian and military personnel employed there. Recently, a branch of the Bank of America was established in the Truk District. The Manager of the Bank of America in Guam, who supervises the Bank's Truk Branch, informed the Mission that there was a surprising volume of business in Truk during the first month of the Bank's operation there; money deposited in savings and checking accounts, mostly by Trukese, amounted to something in the neighbourhood of \$60,000. The Bank provides small loans to local business men. It also facilitates trade between Truk and Guam. This is a pilot project for the Bank of America and, after a year or so, the Bank may consider the opening of branches in other districts. The Manager added that although present business did not fully cover overheads, it appeared worthwhile from other points of view. The Mission trusts that the experience of the Truk branch, which was opened at the request of the Trust Territory Government, will lead to the provision of suitable banking and saving facilities in the other districts also.

Revenue and expenditure

99. Revenue and expenditure figures for the Territory for five years from 1957 are given below:

	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u> (Estimates)
Revenue	1,846,000	1,620,000	1,298,000	1,407,000	1,350,000
Expenditure	<u>7,356,000</u>	<u>7,702,000</u>	<u>8,169,000</u>	<u>8,225,000</u>	<u>7,875,000</u>
Difference (Contributed by the Administering Authority)	5,510,000	6,082,000	6,871,000	6,818,000	6,525,000 /...

It will be observed from these figures that the finances of the Territory are almost entirely dependent on annual contributions by the Administering Authority and, further, that even the small annual territorial revenue has been declining over the last few years. The revenues collected by the local governments, however, have shown an upward trend. Figures of total revenue and expenditure for all the local governments in the Territory since 1957 are given below:

	<u>1957</u>	<u>1958</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>
Revenue	344,000	396,000	465,000	533,000	Not
Expenditure	286,000	365,000	449,000	446,000	available

The meagre resources of the Territory and the continued decline in revenues during the past few years, give cause for concern. The Mission therefore wishes to submit the following observations.

Import Duties

100. There are three kinds of taxes in the Trust Territory: taxes levied by the Trust Territory Government, district taxes and municipal taxes. The first category of taxes consists of 1 cent per 10 cigarettes, 20 per cent ad valorem on other tobacco products, 25 per cent ad valorem on cosmetics, perfume and toiletries, and a 15 per cent processing tax on all items manufactured by a co-operative, corporation or group of people, a 15 per cent processing tax on copra and a 1 cent per pound royalty on trochus shell. These taxes, collected by the Districts and remitted to the Treasurer of the Trust Territory, go into a general fund to be used by the administration for the whole of the Territory. District taxes levied by District Congresses on cigarettes and other tobacco products, beer, copra, trochus and on imports of all commodities into a district, are utilized for the maintenance or support of schools, scholarships, district buildings and for the payment of salaries of district officials. Municipal taxes are levied and collected by the municipalities for the payment of municipal officials such as the Magistrate, Secretary and policemen and for the provision of certain other Municipal services. The rates of, and consequently the revenues from, District and Municipal taxes vary from district to district and Municipality to Municipality.

101. The Mission was surprised to find that despite the pressing need for higher revenues, no duties are levied either by the Trust Territory Government or by the District Congresses on liquor imported into the Territory. All imported liquor is intended for the use of non-Micronesians employees or other government units or agencies or contractors working for the United States Government in Kwajalein and elsewhere. The Mission found that in most district centres the consumption of hard liquor by Micronesians is prohibited, they may drink only beer which is heavily taxed by the District Congresses and highly expensive. The various District Congresses have by resolution specifically exempted the above agencies from the levy of import duties. In Palau the Mission was informed that the District Congress did so after consultation with the District Authorities. Islands of the Kwajalein Atoll, being used by United States Government for military purposes, are exempted from the payment of import duties and taxes on cigarettes and liquor as are Bikini and Eniwetok atolls in the Marshalls. These islands are considered, it was stated, to be military establishments of the United States and personnel there, even contractors and other civilians employed in various ways, are regarded as having extraterritorial rights. In the Marshalls, some people complained that some of the cigarettes imported into Kwajalein found their way into the "black market" and affected the trade of small store-keepers whose stocks were subject to the levy of duties and taxes and were thus more expensive.

102. The Mission wonders whether there is any justification for exempting liquor imported into the Territory from the levy of duties usual in other countries and in the United States itself. The fact that, while liquor imported for non-Micronesians is exempt from taxes, the Micronesians have to pay heavy duties on beer consumed by them, is a bad example to the people, and a source of dissatisfaction. One thousand seven hundred and fourteen cases of 12 bottles each were imported into the Territory in 1959 and 1,821 cases were imported in 1960. Apparently these figures do not take into account the liquor imported into Kwajalein. A levy of taxes on all such imports at rates comparable to those applicable in the United States itself would furnish substantial revenues to the Trust Territory Government. The Mission is of the view that use should be made of this source of revenue.

Income Tax

103. Employees of the United States Government and of the Trust Territory Government residing in the Territory pay United States income tax. During 1960 the Trust Territory Government withheld from its own employees taxes in the amount of \$236,623.53 and remitted them to the United States Treasury. Private United States citizens, who remain outside the United States continually for eighteen months, are exempt from federal income tax and, as there is no Trust Territory income tax law presently in effect, such private citizens in the Trust Territory are not subject to any income tax. This applies, among others, to the employees of private contractors working in the Trust Territory.
104. The High Commissioner informed the Mission that some three years ago a study was made of the possibilities of a Territorial income tax. It was estimated at the time that the yield from Micronesians would be about \$70,000 and that it would cost about \$50,000 to collect it. He added that taxing United States citizens might result in an annual revenue of about one million dollars, but that this would require special legislation.
105. On the basis of rough estimates, the annual revenue from income tax at present may be of the order of 1.5 million dollars, which is slightly more than the present total annual revenue of the Territory. The Mission feels that the introduction of territory-wide income tax would give the people a stronger sense that the Trust Territory government was their own government. It is important that the Micronesians should have a source of revenue derived from the whole Territory. While the yield may not be high and will not answer all the fiscal problems, it will, nevertheless, be significant and something to build on in the future. Such an income tax should apply, as it does in most countries, to all residents, including United States citizens whatever their employment. If the administrative obstacles to taxing United States citizens in this way are insurmountable, then consideration should be given to an arrangement similar to that applied to Guam. That Territory gets a refund of the United States income tax paid by its residents including employees of both the United States and Guam governments.

Postage Stamps

106. As a revenue producing measure, the Mission considered and discussed with the Administration the desirability of the Territory issuing its own postage stamps as had been done in certain areas during the German administration. The High Commissioner informed the Mission that the question was discussed thoroughly in 1951 and the proposal subsequently dropped as it was felt that the United States should continue to exercise its responsibilities in the matter. The Mission believes that, quite apart from the revenue aspect, the issue of the Territory's own stamps would help towards developing a sense of identity and unity in the Territory. It recommends therefore that urgent and serious consideration be given to this matter. The Mission thinks that the issue of stamps might be a fairly substantial source of revenue for the Territory as it is in other small territories; it is aware that all other Trust Territories issue their own postage stamps.

Development of Tourism

107. The Mission is greatly impressed with the Territory's potential for a tourist industry. The climate is excellent and the natural beauty of the islands is among the great attractions of the world. Tourism, the Mission feels, might also help in some measure towards the social and political advancement of the Micronesians and serve as an important source of income. The High Commissioner, with whom the Mission discussed the matter, stated that the development of tourism at the present time would require investment by the United States of millions of dollars in transportation, communication and other necessary facilities. He added that while such investment would produce a profit, possibly to the United States, he did not think that it would bring any benefits to the Micronesians, whose interests would not be served by having the United States bring in outside capital and companies to develop local business enterprises as the investors would take away most of the profits, leaving only fringe benefits to the Micronesians. The High Commissioner said that, in other areas, where tourism had been developed, many problems had arisen because the industry was not locally controlled and operated. As regards the drainage of profits, the Mission considers that it should be possible to safeguard the

interests of the Territory and its people through specific measures such as agreements with investors concerning profit returns and the association of either the Territory's Government or private local interests in the enterprise. On the other hand, if it is felt that outside private investment should not be allowed to come in, then the Government will have to make the necessary investment. Some limited facilities for tourism already exist in the shape of hotels maintained by the Administration in various district centres. Air routes have already been established and existing landing facilities can be expanded. On the basis of these, an experimental beginning might be made to find out where expansion could be brought about to the maximum advantage.

Economic Planning

108. No precise goals to be achieved over a given period in the field of the Territory's economic advancement have been laid down by the Administration; and there is no co-ordinated plan for economic development. In such development activity as exists, the project approach predominates. There are several isolated projects and schemes such as the construction of a school or a hospital here and there, and the cacao, pepper and fisheries development schemes. The completion of such projects has often to be staggered as in the case of the new hospitals in Palau and Majuro and the intermediate school in the latter place, to await the availability of new annual appropriations.

109. The policy of the Administration in regard to economic development has been a conservative one. It was explained to the Mission by the High Commissioner as follows: The philosophy underlying the Administration's approach is that the people should not be pushed too fast or too far, and that the Administration should move as fast as their understanding and acceptance of development projects would allow. In fact a particular type of economic development should not be forced on the people and that the Administration should support them when they are capable of picking up or taking over a programme. It is better to proceed slowly rather than hastily, and to work with the Micronesians at the lower level first and slowly progress as they understand and are capable of doing the work themselves. This is both a matter of judgement and a matter of policy, and if the latter is changed, the implementation of policy would also necessarily change.

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110. The Mission feels that whatever might have been the merits of this policy in the past, it fails to meet the needs of the situation today. The people are anxious to move ahead, and they wish to see their economy develop rapidly. They are handicapped in taking the initiative themselves, firstly, because of the lack of the requisite investment capital, and secondly, because of their ignorance of techniques. In the circumstances, it is the responsibility of the Administration to take the initiative and to set the pace in economic development.

Population

111. It must be borne in mind that the availability of working manpower has been and, perhaps, must remain an important factor to contend with in development planning and the implementation of plans. One reason for greater economic activity during the Japanese time was the presence in the Territory of a very large Japanese population, which furnished the necessary working hands. In 1930, there were 50,000 indigenous inhabitants and 20,000 Japanese nationals in the Territory; by 1940, the population had risen to 51,000 indigenous inhabitants and 85,000 Japanese nationals. Since then, however, the Territory's indigenous population has grown considerably (about 76,000 in 1960) and while at present there may still be a shortage of labour and an excess of child population, which is not available for work in agricultural or industrial enterprises, account should be taken of this rapid and steadily increasing growth. It is therefore important that the implementation of the various stages of the development plans should be linked to the needs of a growing population on the one hand, and to the availability of labour on the other. These demographic pressures cannot be expected to be absorbed by the homestead programme or within the traditional economic pattern with its scant resources.

Financing of Development

112. While the Administering Authority has made substantial contribution to the Territory's budget approximating 6 million dollars or more per year, it should be remembered that practically all of this subsidy has been intended and has been used for housekeeping purposes such as the payment of salaries, maintenance

of existing services, etc. In 1960, out of a total expenditure of \$8,224,897, the amount allocated to "Economic and Political Development" was no more than \$547,599, or about 6.7 per cent of the total. Considering that a part of even this small allocation was expended on "political development" such as the expenses connected with the work of Inter-District Advisory Committee, the actual amount available for economic development would be negligible.

113. It seems necessary to the Mission that substantial financial contributions should be made by the Administering Authority towards the economic advancement of the Territory. It is also highly desirable that funds for economic development should be appropriated not annually but on a long-term basis to render planning and the systematic implementation of plans possible. Whatever limited resources the Territory can furnish for the purpose should be mobilized. The Mission has already suggested a few revenue-raising measures, which might be put into effect to raise funds locally. It might be useful to separate the development budget from the current budget of revenue and expenditure, and to set up a development fund from which development plans should be financed in the future.

114. The Mission feels that the people of the Territory are already willing, enthusiastic and capable of undertaking programmes, provided the necessary funds and technical assistance are made available. At public meetings and in private conversations their representatives repeatedly gave expression to their anxiety about the poor state of the Territory's economy, and the Administration's inertia in pushing ahead with the task of economic development. Two written communications submitted to the Mission in Saipan, one by the Saipan Municipal Council (Annex I (i) (iii)) and the other by the Carolinian community in Saipan (Annex I (1)) request assistance in developing industries such as sugar, fibre, pineapple canning and fishing and in improving the copra industry.

114a. The Mission considers it necessary that qualified Micronesians be associated with the preparation and implementation of economic development plans since their participation will help mobilize the energies of the people in carrying them out effectively. The Mission sees no reason to delay the introduction of a well-planned long-term development programme on the ground that people are not ready for it: they are not only ready for such a programme, but, for the most part, are already somewhat impatient. In commerce and in related fields, where

techniques can be easily acquired, Micronesians, with the requisite assistance, have proved their ability and capacity. At present nine Chartered Trading companies, owned and operated by Micronesians (only three of them still retain United States citizens as managers), about forty individually owned trading companies, and over 500 small retail stores are functioning successfully. The larger companies, some of which pay dividends as high as 20 per cent, must be encouraged to re-invest their earnings in productive enterprises such as processing and manufacturing industries. Such measures would in fact be desirable from the point of view of enabling the flow of local earnings into productive economic activity.

115. The High Commissioner informed the Mission that over the past five years he had turned down several offers from United States citizens to invest in developing plantations of coconut or cacao. The Mission hopes for a change in this general policy towards foreign private capital, as it considers that along with investments of internal capital and development projects to be undertaken by the Government, the investment of foreign capital in selected projects may have much to offer to the Territory by way of advancing its economy. If, on the other hand, the present policy of exclusion of all private investment is to be continued, the Administering Authority will have to increase its own contributions of finance and technical assistance to the Territory.

116. During the several discussions that the Mission had with the High Commissioner, the latter informed the Mission that he was awaiting the completion of an economic survey before preparing and introducing further development programmes. A statement to this effect had been made by the Administering Authority, and noted by the Council at its twenty-sixth session. The Mission found, however, that no such survey was about to be undertaken and funds had not been provided for one. An expenditure in the neighbourhood of half a million dollars is estimated. During its stay in San Francisco and Honolulu, the Mission was able to see copies of an extremely detailed and comprehensive survey of the Territory's resources and potential for development which was conducted in 1946 by an eminent group of experts at the request of the United States Naval Command in the Pacific. The Summary report on this survey^{1/},

^{1/} Planning Micronesia's Future, Edited by Douglas L. Oliver,
Harvard University Press, 1951.

which the Mission perused more closely, shows that it contains useful information, and its recommendations may be valid today. The Mission considers, therefore, that while the plans for a new economic survey need not be discarded, the drawing up and initiation of development plans need not wait upon its completion but should use the material already available. It is obvious that the future development of the Territory's economy has to be projected, in the main, on its agricultural produce such as copra, cacao, pepper and coffee and other natural resources such as fish; and the new economic survey should include specific studies relating to the potential development of these resources.

Marketing

117. A marketing survey dealing with the Territory's consumer potential, and exploration of foreign markets for its produce would also be useful. The Territory's import needs are, by now, well established and with some development many of these needs might be met internally. The Territory continues to import canned fish worth about \$200,000 per year, beverages worth over \$300,000, rice and flour amounting to some \$670,000 per year, sugar worth \$170,000 per year, canned meat over \$200,000 per year in value and ready-made clothing and textiles worth nearly \$500,000 in value. Both sugar and rice were grown extensively in the Territory during the Japanese time and their reintroduction should be actively considered. Beer and soft drinks, which are now imported in large quantities from the United States, can be manufactured and bottled in the Territory. There seems no reason why expensive ready-made clothes should be imported either from the United States or from Japan; while cloth will have to be imported from outside, it should be possible to develop a garment industry in the Territory without much investment.

Recommendations

118. In addition to the views and observations stated in the preceding paragraphs, the Visiting Mission wishes to recommend that the following measures be given immediate consideration:

- (i) Machinery for economic planning for the entire Territory should be set up under the direction of an Economic Development Officer

attached to the Headquarters staff of the Trust Territory Government. Representatives of the people should be closely associated with the work of this machinery.

- (ii) A long-term plan with well-defined priorities and stages for the entire Territory should be prepared on the basis of the information already available. Meanwhile fresh economic surveys might be made in specified areas of development using the services of the International Bank for Reconstruction and Development where desirable.
- (iii) The initial stages of the plan might include measures for the improvement and expansion of copra production, the extension of the planting of cacao and pepper, the introduction of coffee and other tropical crops, and the commercial cultivation and marketing of fruit which grows in the Territory such as banana, papaya, oranges and pineapple. Due emphasis should also be given to the establishment of processing and manufacturing industries based on the Territory's produce.
- (iv) As a measure to increase copra production, more extensive and suitable arrangements should be made for the collection of copra from different islands. For instance, copra collection centres and storage facilities should be provided in the larger centres of production far away from District Headquarters to lighten the burden of excessive transportation costs on the producers.
- (v) Special attention should be given to the development of fisheries in the Territory for export as well as for internal consumption. The small fisheries project in Palau should be expanded, and a fish canning industry should be developed in Paiau, Ponape and Majuro.
- (vi) More satisfactory procedures for the financing of development should be established. A Development Fund should be created. These plans will involve a substantial increase in the financial and technical contribution of the Administering Authority. Greater facilities for savings and the mobilization of internal capital for development purposes should be provided. The establishment of co-operatives,

agricultural and industrial, should be given strong encouragement from Government. In particular the formation of co-operatives for the processing of copra and for the cultivation and processing of cacao and other cash crops should be set up wherever possible.

- (vii) A marketing expert should be stationed at the Headquarters of the Territory. It should be his task to study the scope and availability of foreign markets for the Territory's produce and also to advise on the development of markets inside the Territory. An officer experienced in the organization and functioning of co-operatives should be similarly attached to the Headquarters staff to stimulate and to supervise co-operative activity in the Territory.
- (viii) A Handicrafts Board should be set up with representatives drawn from different parts of the Territory and should be assisted by an expert in organizing and standardizing handicrafts with a view to expanding production for export.
- (ix) Vocational education should be developed throughout the Territory and full-time vocational schools to be established should teach such subjects as furniture making, boat-building, navigation, handicrafts, garment-making and technical and mechanical skills.
- (x) Special attention should be paid to the development of cheaper surface transportation facilities between islands. A fleet of small vessels such as the 50-foot schooners already in use in some places might meet the needs of the Districts. The Territory's fleet of ships might be strengthened by the addition of two or three ships so as to increase the frequency of field trips. An increasing number of Micronesians should be taught the skills necessary to operate these vessels.
- (xi) The Territory requires the services of experts of all kinds. Emphasis should be on obtaining experts who have knowledge of the needs of tropical countries and practical experience of development in tropical areas. Greater use might be made of the assistance available under the United Nations Technical Assistance Programme and from the United

Nations specialized agencies. An increasing number of educated Micronesians should be sent out for education and practical training in such fields as tropical agriculture, fisheries, handicrafts and the others referred to in this chapter.

CHAPTER III
SOCIAL ADVANCEMENT

Medical and Health Services

119. The situation with regard to the provision of medical and health services in the Territory seems generally satisfactory. While more funds and efforts are needed to further improve the health services, hospitals and other facilities, particularly in the out-islands, considerable good work is being done in the provision of medical, dental and sanitation services. Only three important positions in the Department of Health are still held by United States citizens, those of Director and Assistant Director of Public Health for the Territory and District Director in Saipan. The District Directors of Health in all the other Districts and all their staff are Micronesians. In Saipan, the District Director of Public Health is a naval officer, and the Mission was informed that there are plans to appoint a Micronesian to this position in the near future. The post of Director of Dental Services, which was held by a United States citizen, is now vacant and a Micronesian dentist is being trained for it. The Sanitation Department is under the charge of a Micronesian acting Director whom the Administration intends to appoint as the Director.

120. There are seven main hospitals in the Territory, one in each district centre. In Palau, the construction of a new building for the hospital is almost complete, and work has started on a similar development in Majuro in the Marshall Islands. Work on a new building for the hospital in Saipan is to begin during the year, and the Mission was informed that a new one for Truk, for which plans already exist, should be started during the next two years. With the exception of Majuro and Truk, the Mission found the buildings and other facilities to be satisfactory for the present, except that isolation wards, which should normally be separated from the rest of the hospital, were located under the same roof as the other facilities. In this connexion, the Mission was told that the new hospitals will all have separate isolation wards, and that in due course this will be so in the other hospitals also. All the hospitals provide maternity and child welfare services, which are popular and well run.

121. The Mission heard few complaints about the staffing of the hospitals, which seemed generally adequate. The Micronesian medical practitioners do not have full medical degrees, but are graduates of the Fiji Medical School. In most districts, the people appeared to have confidence in their ability and the Director of Public Health assured the Mission that they have proved themselves competent, and that they do not require the assistance of United States doctors. On the other hand, the Mission did hear misgivings expressed in certain districts about the premature withdrawal of better qualified non-Micronesian doctors, and feels that the Administration should consider the appointment of one or two fully qualified medical advisers, perhaps on a supernumerary basis, to assist the Assistant Director of Public Health, who already spends most of his time in the field.

122. For the future, it is important that a nucleus of fully qualified Micronesian doctors should be trained. At present there are three students undergoing studies abroad with the object of proceeding to full medical degrees, the main difficulty in finding more being the lack of candidates with suitable general educational qualifications. Another ten students are attending the Fiji Medical School. The Mission thinks that the Administering Authority should make a special effort to prepare selected secondary school graduates for enrolment in medical schools where they can obtain full qualifications.

123. The lack of suitably qualified candidates is also apparent in connexion with the training of nurses. The Mission was impressed with the work of the Territory School of Nursing in Palau, but, at the time of its visit, there were only twelve students in attendance, although there is accommodation for thirty. Here also the Mission thinks that special efforts are required to recruit qualified candidates for training as nurses. This will depend partly upon increasing the number of secondary school graduates and partly upon improving the conditions of service for nurses.

124. At present there are nineteen Micronesian dentists working in the Territory, all of whom are graduates of the Central Medical and Dental School in Fiji. The District Centres have well equipped dental clinics. A school of dental hygiene in Majuro provides a nine-month training course in dental hygiene. From all accounts, the dental services of the Territory are good.

125. Most of the complaints received by the Mission concerned the inadequacy of health facilities in the out-islands, away from district centres. Here the medical situation, as the Administration agreed, is much less satisfactory. There are about 116 dispensaries in addition to the hospitals: the Administration has plans for establishing field hospitals in out-islands, but this cannot be done until there are more trained doctors. The dispensaries are staffed by health aides and in a few places by nurses, who bring serious cases to the attention of the medical officer who visits the outer islands periodically on field trips. The Director of Public Health confirmed the Mission's impression that the majority of these health aides lack education and are inadequately trained. The Mission thinks that urgent attention should be given to the recruitment and training of suitably educated health aides for the out-islands who should be paid by the Administration, and should be prepared to serve anywhere in the Territory. The Administration should also undertake programmes of health education designed to prepare the people for the acceptance of modern methods and trained personnel. This together with the provision of more frequent field trips and trained radio operators, mentioned elsewhere in this report, should considerably improve the medical services available to the more remote islands.

126. Buildings for dispensaries have to be constructed and maintained by the people of each locality, with the assistance of a grant-in-aid from the Administration where necessary. The Mission found that in many cases these buildings are most inadequate, and that they are not properly maintained. The Mission thinks that the Administration, in consultation with the local representatives of the people, should take steps to provide proper buildings and to ensure their maintenance. The appointment of trained health aides in charge would contribute greatly to the education of the community in its responsibilities in these matters.

127. The Mission found that in general the hospitals are well supplied with medicines and drugs, although there were complaints about supplies in some of the dispensaries, especially those on out-islands. The Director of Public Health stated that while there might be occasional temporary shortages, such complaints generally arose from the lack of competence of the health aides. In some cases they were not qualified to handle certain drugs and in others they administered them too freely. The remedy for this appears to lie in better training for the local health staff.

128. A nominal fee is charged for medical and dental services, including drugs. However, a liberal scheme for exempting those who cannot afford the charges is in operation, and the Mission was informed that these charges do not generally prevent anyone who needed treatment from receiving it although they cause some dissatisfaction here and there. Nevertheless, the Mission feels that a free medical service, financed out of general revenues, will prove more in keeping with the needs of the Territory, since there is unlikely to be any appreciable amount of private medical practice there.

129. Tuberculosis is still a serious health problem in the Territory. The Mission understands that, in order to bring it under control, the Administration is actively pursuing a programme, which includes medical examination of all the inhabitants of the Territory, ECG vaccination, treatment of active cases at District hospitals and health education. Although there are a few cases of leprosy in the Territory, it is not considered a serious health problem. The Territory has two leprosaria, one in Saipan and the other in Pingelap. It appeared to the Mission that the leprosarium in Pingelap, in which ten patients were accommodated at the time of the Mission's visit, was not located in very healthy surroundings. A rather heavy incidence of eye diseases is reported in some parts of the Territory including the island of Pingelap. Of the other diseases found in the Territory, perhaps the most wide-spread is intestinal parasites. In Palau, the Mission was told that there had been a disturbing increase in recent years in the incidence of filariasis. Both these diseases need to be met by preventive health programmes and the Mission considers that the necessary funds should be provided for dealing with them.

Labour

130. During the Mission's visit to Ebeye Island in Kwajalein Atoll, it heard complaints that the wages paid to Micronesian workers employed by United States Government agencies or their contractors in Kwajalein were too low. The Mission also noticed that most of the houses in which these workers and their families were living in Ebeye were overcrowded and in poor condition. The Mission recommends that the Administration should inquire into the living and working conditions and the wages of these workers with a view to alleviating hardship.

131. It has been stated earlier in this report that the ships owned by the Trust Territory Government are operated on contract by the Pacific Micronesian Line. At the public meeting in Truk, one petitioner complained to the Mission that the salaries paid to this Shipping Company's Micronesian employees were inadequate and about non-payment of compensation for injuries suffered while on duty or for death resulting from accidents. He cited the case of a Micronesian seaman, who suffered certain injuries on 28 December 1958 while serving on the "Gunners Knot" and who died a month later as a result of those injuries. According to the petitioner, no compensation was paid in that case. He also complained that when the crew of a ship is changed at a certain port, for example in Guam, the released members of the crew have to work their way back to their home islands.

132. With reference to this complaint, the Administering Authority informed the Mission that employees of the Pacific Micronesian Line are paid at the rate of (a) \$45.00 per month, with an overtime pay of 28 cents per hour, for ordinary seamen, wipers and messmen; (b) \$50.00 per month, with overtime pay at 31 cents per hour for able-bodied seamen and oilers; and (c) \$75.00 per month, with overtime pay of 46 cents per hour for Boatswain's Mate. In addition, all employees are provided with free room and board while aboard vessels. According to the Administering Authority, these rates compare favourably with those of other semi-skilled Micronesian workers. All shipboard personnel are provided with medical treatment in accordance with the navigation laws of the United States. Pay and allowances are continued while an employee is in hospital and, if he receives treatment as an out-patient, he is allowed living expenses until return to his vessel. The Administering Authority added that the Pacific Micronesian Line carries a protection and indemnity policy for the benefit of shipboard employees, which provides for payment of claims in the amount of \$10,000 in case of death and up to \$200 for burial expenses. While the Mission takes note of the information furnished by the Administering Authority, it recommends that the Administering Authority should look into the conditions of employment of Micronesians by the Pacific Micronesian Line and in particular the specific case cited by the petitioner in respect of which no compensation is reported to have been paid.

Return to the Trust Territory of Japanese nationals who are relatives of
the Territory's inhabitants

133. Previous Visiting Missions have received numerous requests concerning the return to the Territory of persons related to its inhabitants but who are residing in Japan and who possess Japanese nationality. During its visit to Tol Municipality in Truk District, the Mission received a request from a mother that her daughter, now living in Japan, with whom she is in correspondence, be permitted to return to the Territory. She also asked for financial assistance in bringing her daughter back. Another request was made to the Mission in Falapenguets island in Truk District on behalf of two mothers who wanted their sons now living in Okinawa to return to them in the Trust Territory. A written communication submitted to the Mission in Palau, requested the return of the petitioner's cousin from Japan. This communication has been transmitted by the Mission to the Secretary-General in accordance with rule 84, paragraph 1, of the rules of procedure of the Trusteeship Council (T/PET.10/32). The Mission hopes that these requests will receive the sympathetic consideration of the Administering Authority.

CHAPTER IV

EDUCATIONAL ADVANCEMENT

General

134. The educational policy of the Administering Authority aims at providing universal primary education rather than selective education. In pursuance of this policy, the Administering Authority has directed its efforts toward providing every child of school age with an opportunity to attend a minimum of six years of elementary schooling. Facilities for secondary and higher education are made available to selected students who have completed six years of elementary schooling and are likely to further the progress of their communities.

135. As a result of this policy the emphasis, naturally, has been on providing elementary education, which, apart from being free and compulsory, is also popular. The Mission is glad to state that almost every child of school-going age is in school, and though absenteeism and falling off in attendance in schools are not unknown, their incidence is not high. In a territory of this kind, this is a very considerable achievement. As with all advances in the educational field, it leads directly to an awareness of further needs which have to be met. Perhaps as a direct result of the educational policy pursued, the system of education is unbalanced; facilities for secondary education are meagre, there are no facilities for higher education in the Territory, although there is a scheme of scholarships for higher study abroad. As a result the elementary education itself, although it succeeds in imparting literacy, loses some of its meaning and purpose.

136. In placing on record its appreciation of the Administering Authority's efforts at promoting education in the Territory, and the commendable results already achieved, the Mission wishes to draw urgent attention to the many shortcomings in the present system which must be overcome rapidly. That is not to say that the Administration is not aware of these shortcomings; in fact, the High Commissioner and the Director of Education themselves stated that the quality of education had suffered in the past, and that it had to be emphasized from now on. That is only one aspect of the matter, though a very important one. In

the following paragraphs the Mission calls attention to this and other aspects of the educational system in which it feels improvements are necessary.

Elementary Education

137. From the beginning of the United States administration of the Territory, elementary schools of the Territory were conceived as local institutions to be financed and maintained by local communities. The Administration subsidizes local efforts with grants-in-aid in the form of materials for the construction of school buildings, and school supplies including textbooks. The communities, which want schools, contribute labour in their construction, and the teachers' salaries and other expenses are paid by the Municipal Councils or the District Congresses concerned. The Mission was informed that during the last five years, ten elementary schools were constructed with the help of government grants-in-aid totalling \$44,000. That there are 164 public elementary schools constructed largely with the initiative and at the expense of the communities concerned is evidence of their interest in and demand for education. The Mission visited a number of these schools, and it can recall very few with adequate buildings or well kept compounds. Often a school building may have broken floors, with one or two walls missing, and no furniture at all. Hardly a school that the Mission visited had a vegetable or flower garden of its own. The general standard of maintenance of the premises struck the Mission as rather poor. Some of the mission schools (there are twenty-six of them in all in the Territory) with their permanent or semi-permanent buildings, neat compounds and lawns and vegetable and flower patches offer a refreshing contrast to the public schools in physical appearance. The Mission was not surprised that the pupils in the latter also wore a neater appearance. The relationship between environment and education seems to be overlooked in at least some of the public elementary schools.

138. Under the provisions of the Trust Territory Code, the age of compulsory education is from eight to fourteen, and most of the pupils in schools are of that age group. Although the age of compulsory attendance is rather high, the Mission saw in almost all Districts a few children aged six or seven, here and there in the first and second grades. Children below the age of eight are admitted to a school or refused admission depending on the inclinations of a Principal or a

District Director of Education, and the practice varies from District to District and from school to school. The mission schools generally take children from the age of six. The Mission considers that the statutory age of admission is too high. A six-year course of elementary education is followed by a three-year course of intermediate (junior secondary) education and a further three-year course of secondary (high school) education. If a child admitted to an elementary school at the age of eight were to complete full secondary education he would emerge from high school either for admission to a college or to pursue a vocation at the age of twenty or twenty-one; that is an age at which boys and girls in most countries usually complete their college education. The Mission is, therefore, of the view that the age of admission should be lowered from eight to six, and that eventually it should be the objective to extend the span of compulsory education from the present six years to eight or possibly nine years, so as to comprise within its scope what is now termed intermediate education but is, in fact, an extension of elementary schooling.

139. The Mission feels that there is need for standardization and uniformity both in curricula for elementary education as well as school buildings. As regards the former, there is a territory-wide curriculum covering a six-year period of instruction and providing for the teaching of vernacular languages, English, arithmetic, social studies, science, music, arts, handicrafts and gardening. In actual practice, however, there is little uniformity in teaching which is handicapped, particularly in schools on out-islands, by the lack of suitable textbooks and other teaching aids as well as qualified teachers. The situation with regard to textbooks seems to have improved lately. At district centres textbooks are being printed for circulation to schools, though shortages of textbooks were reported here and there. The absence of standardization is more obvious in school buildings all over the Territory. School buildings are good or bad depending on the resources and the interest of the community for whose benefit they are constructed. Even some of the more prosperous communities, such as the one on the island of Alinglaplap, have extremely poor school buildings even though schools are in high demand, and attendance is heavy. The Mission thinks that elementary school buildings in a given district or all over the Territory should conform to designs and standards prescribed by the authorities and the communities who want schools should be asked to build them

in accordance with given specifications. It is recognized that in some communities voluntary labour may be more easily available than in others while some communities may also have more money than others to maintain their schools in proper condition and to attend to their other needs. To bring about uniform standards in construction and maintenance the amount of government subsidy, in materials or cash, should be adjusted to the needs of a school in a particular community.

140. The Mission cannot overlook some of the unsatisfactory consequences of the present policy which leaves local communities with the main financial responsibility for their elementary schools. Standards of instruction, quality of teachers, buildings, furniture and other facilities vary from school to school within the same district, and more so between districts. Poorer communities have to be content with what they can afford and, as a result, their education suffers. In normal practice, more advanced and prosperous communities should subsidize the education of their poorer neighbours. This can be possible only with a more appropriate system for financing education. The Mission feels that an educational fund should be created either at the centre or in each district, and this should be disbursed in accordance with the needs of all the various communities, taking into account their ability to support their own schools. More rigorous government inspection not only of instruction but also of school buildings and the maintenance should help develop uniform standards all over the Territory.

141. The Mission understands that there is a uniform salary scale recommended for teachers of different grades all over the Territory. In actual practice, the salaries of elementary teachers seem to vary a great deal from one place to another, variations depending upon the qualifications of the teacher and the local capacity to pay. The responsibility for paying elementary school teachers has recently been transferred to the District Congresses. It was reported to the Mission that in some places the teachers' salaries are paid in kind; in a few places they received no salary whatsoever. An example of this latter case was found at Ulithi, where the teacher, at the time of the Mission's visit, was receiving no salary, as the island had been damaged recently by a typhoon and the community could not afford to pay him. To rectify this situation, the Mission recommends that a uniform salary scale for teachers in elementary as well as in

other schools all over the Territory should be put into practical effect. The Mission considers that this would be facilitated if the salaries were to become a liability of the Trust Territory Government. To make teaching a more attractive profession than it is at present, cadres of teachers should be established, and periodic training courses offered to enable their promotion from one grade to another in accordance with the prescribed rules and standards.

142. Of the 385 teachers employed in public elementary schools, about one third are graduates of the Pacific Islands Central School, another third have completed intermediate school and the remainder have themselves received only elementary education, often in the schools in which they are teaching. Very few of them have had proper training as teachers. The Administration has been trying to improve their qualifications through summer training courses lasting from six to eight weeks. Besides, in each district centre there are one or two teacher-trainers, who visit the schools to supervise instruction in person, and to suggest improvements where necessary. These methods of training the teachers seem inadequate and the Mission found that in many areas, particularly in out-islands, they have had little success. It suggests that a teacher-training institute should be set up in the Territory, perhaps as an adjunct of the Pacific Islands Central School, to provide for a more effective system of teacher-training. Such an institute could draw upon the services of teacher-trainers, now attached to various districts, who would pool their experiences together in one place and work out a more systematic and sustained programme of teacher-training. The quality and the qualifications of teachers on numerous out-islands are so poor that the Mission feels that it might be useful to close down some of the schools for periods of six months or so to relieve the teachers from their present duties for intensive training.

143. The Mission has referred to the difficulties inherent in setting up a proper system of education in such a Territory with its far-flung islands. Distances between islands, and sometimes variations of custom and dialect, necessitate the establishment of schools in different islands or communities whose numbers are not large enough in themselves to justify the construction and maintenance of a school, and who often do not have the financial resources for the purpose. Nevertheless, it would be desirable to pool together, as far

as possible, the communities and their resources, to establish and maintain properly one good school rather than several poor schools. The Mission found, for example, that in four or five neighbouring islands of the Ulithi Atoll there are as many schools with one teacher for each. Each school has a poor building or no building at all; each has a teacher who is insufficiently educated and perhaps completely untrained; each teacher is inadequately paid to teach some dozen or more pupils divided in several grades. The Mission considers that in such cases consolidation of half a dozen or more schools into one would be more economical and would make for better education.

Teaching of English

144. It has been mentioned that the elementary school curriculum include the teaching of English. In practice, however, the teaching of English as a language is not so common in elementary schools as might have been expected, and starts rather late. The educational policy lays down that the medium of instruction in elementary schools will be the local language of the area in which a school is located. This gives rise to numerous difficulties. All the seven districts of the Territory have their own languages, and different islands in different districts have their own dialects. In the schools in different islands, therefore, elementary instruction is carried on in the dialect of that particular island. This renders the task of preparing suitable textbooks infinitely more difficult than it need be. Furthermore, this policy does not promote familiarity or a sense of unity among the different islands in a district and among the various districts. English is the only language which is sufficiently widely known in the Territory so as to become its lingua franca, and its extensive teaching all over the Territory and its use as the medium of instruction in all stages of education is likely to act as a unifying factor of considerable importance.

145. Moreover, the Mission found that the present policy serves as a serious handicap to Micronesian students in intermediate schools where textbooks are in English, and English is supposed to be the medium of instruction, though policy on this point is not quite clear. Since the pupils do not receive a good grounding in English at the elementary stage, their education at the intermediate stage remains faulty, and the handicap becomes even more serious at the high school

level. When Micronesian students go outside the Territory for higher education, their difficulty in English handicaps them still more. This was made clear to the Mission during its discussions with Micronesian students and their teachers in Hawaii and Guam. In all these discussions the handicaps resulting from a serious lack of English comprehension were impressed upon the Mission; all conversations on education eventually got back to the same point, the necessity

for the teaching of English in the Territory's schools from very early stages. 146. The Mission understands that this policy is based upon the concept, supported by certain recommendations made by UNESCO, that every pupil should begin his formal education in his mother tongue. The Mission is of the view that such a concept, whatever its general validity, cannot be rigidly applied in the Trust Territory. The Territory has no one language of its own: the languages and dialects of the islands have no literature of their own and there is therefore nothing for literates in these languages to read. None of these is a **written language**, and the most widely spoken is probably spoken by no more than about 15,000 people. Therefore, the Mission feels that rigid adherence to a principle which is irrelevant to the circumstances of the Territory can only detract from the merits of the educational system that exists.

147. The Mission saw evidence of great anxiety on the part of even Micronesian teachers to teach English to all pupils from the very start of their instruction. Many district directors of education felt that teaching of English should be started in the first grade; some others favoured the use of English as the medium of instruction from the first elementary grade. Everywhere the Mission went it was told that one obstacle to starting the teaching of English earlier was the policy that elementary education should be in the mother tongue of the child and that the teaching of English should commence at the fifth grade. In spite of this, however, English is, in practice, taught in lower grades when the teacher is able to do so and the consent of his superiors is forthcoming. It should be noted that in mission elementary schools and in some public elementary schools, particularly those in the districts of Saipan and Rota, the teaching of English begins in the first, second or third grade.

148. The Mission recognizes that the effective teaching of English is dependent on the knowledge of the language on the part of the teachers, and that the

teaching of English in elementary schools is itself dependent on the availability of suitably qualified teachers. It recommends, therefore, that special attention should be paid immediately to giving intensive instruction in English to a selected number of teachers from all parts of the Territory to enable them to teach English in schools in which they are posted. The Mission considers that it would be more beneficial to make English the medium of instruction from the very first grade, but it recognizes the difficulties in the immediate adoption of that course of action. That, however, must remain the ultimate aim of policy in education, and present efforts should be directed towards developing in elementary pupils the knowledge of English to a degree which will enable them to receive intermediate instruction in that medium. This, in the Mission's view, can be best achieved by the introduction of English from the first grade.

Intermediate (Junior Secondary) Education

149. Six of the seven Districts now have one public intermediate school each; the seventh, namely Ponape, has two, one in Kolonia and the other in Kusaie. In addition, there are twelve mission intermediate schools with a total enrolment of 767. In 1960 the total enrolment in public intermediate schools, which are all boarding schools, was 935. Thus, compared with a total primary enrolment in all elementary schools in the Territory of 13,417, there is a total intermediate (junior secondary) enrolment of 1,860 including 158 pupils studying in secondary schools in Guam and elsewhere. In addition there are some 335 boys and girls in the five higher secondary schools in the Territory including the Pacific Islands Central School, which is run by the Government. This makes for a total secondary enrolment of 2,195. The Mission considers that the ratio of secondary enrolment to primary enrolment is rather on the low side, and special attention will have to be given to the expansion of secondary education. The Mission was informed that not all graduates from elementary schools are eligible to enroll in intermediate schools; that only select pupils enroll, and they are chosen by several means. All graduates of elementary schools are given tests in various subjects, the results are evaluated along with more subjective criteria such as teacher-judgment, municipal Council appraisal, and interviews. As a result many

children with elementary education, who wish to pursue higher education cannot do so, and this leads to dissatisfaction. The Mission realizes that the requisite expansion in intermediate and secondary schools will require additional financial resources which should be provided by the Administering Authority.

150. New buildings for the intermediate schools in the Marshalls and in Truk are under construction. Provision of additional accommodation for the Palau school and construction of new buildings for the schools in Yap and Ponape are under consideration by the Administration. More suitable accommodation for the intermediate school in Rota, which is now accommodated in an old dilapidated structure, is urgently needed.

151. As in the case of elementary schools, the standards of education in public intermediate schools also vary from school to school. The weaknesses of the elementary system of education naturally have their repercussions on intermediate education. The main difficulty arises from the fact that many pupils in intermediate schools do not possess a sufficient knowledge of the English language in order to pursue their studies with reasonable understanding in such subjects as science. In some of the intermediate schools, the Mission found that while the textbooks were written in English, they were taught to the pupils in the local dialect because of the latter's inability to grasp instruction in English. This situation is further complicated by the fact that many of the teachers in intermediate schools themselves have poor knowledge of the English language. As a result of all this the standards of instruction in intermediate schools are low, and much of the work that should have been done at the elementary stage has to be done in intermediate schools. This lag persists, and adversely affects the pupils in higher secondary schools also.

152. The standard of instruction in Mission schools seems to compare favourably with that in the public intermediate schools. This may be due to several reasons: first, the pupils in Mission intermediate schools come, largely, from the Mission elementary schools where they have had a better grounding in English; and second, most of the intermediate schools run by Missions have many more American teachers who are fluent in English and are well qualified. With the exception of Saipan and Rota, public intermediate schools are almost exclusively staffed by indigenous teachers. In various places the Mission heard complaints that American

teachers had been withdrawn from intermediate schools prematurely, and it suggests that it might be useful to retain a few American teachers for the time being. The situation with regard to the availability of textbooks and other school supplies in public intermediate schools is uneven. In intermediate schools at the District Centres textbooks are often locally produced and distributed. In some others, as for example the public intermediate school in Yap, there are few textbooks. In Yap, a few copies of the standard textbooks are maintained in the school library, but the pupils do not have sets of textbooks of their own on which they can work after school hours either on the school premises or in their homes.

Senior Secondary Schools

153. There is one public senior secondary school in the territory, the Pacific Islands Central School located in Ponape, and four higher secondary schools run by the Missions. PICS has an enrolment of 113 boys and twenty-two girls from all over the territory including two students from Saipan. All the Mission schools together have an enrolment of 200 students.

154. The Mission was much impressed with the new premises of the Pacific Islands Central School and the general atmosphere in the school. This school, quite apart from the educational facilities existing there now, promises to become the leading educational institution of the territory. It is, therefore, necessary that all its needs should be met to the fullest extent possible. At the time of the Mission's visit the post of the Principal of the school was vacant and the Mission hopes this has now been filled. The Mission notes that this school does not come under the Trust Territory Department of Education. Whatever reasons there may have been for this arrangement, the Mission would consider it unfortunate if it were to prevent the faculty of the school from exercising over the educational system of the Trust Territory the influence which the School's key position would justify.

155. During its conversations with the students at PICS, the Mission gained the impression that there was a certain amount of uncertainty in their minds about the opportunities for their further education. It is important that the students should be provided with full information at an early stage about the future possibilities open to them. It has already been suggested that a teacher training

wing should be added to the school. Since there are no facilities for higher education in the Territory itself at the moment, the possibility of eventually adding two or three years of college education to the Pacific Islands Central School should be borne in mind with a view to enabling its graduates to seek higher education in the Territory rather than outside, which must necessarily be expensive.

156. The Mission was much pleased to note the presence of a sense of unity and purpose generally among the student community at the PICS. Most of the students it met at the school had a feeling of belonging to the Trust Territory as a whole, and not to any particular island or district thereof. It therefore regrets that there are not many students from the Saipan district in this institution. The Mission was also impressed with the prevailing spirit of mutual regard and respect between the faculty members and the student body.

Vocational Education

157. Vocational education in certain fields, including agriculture, carpentry and boat building is at present provided in a limited way at the intermediate schools. Those in Saipan and Palau provide comparatively more extensive facilities. Some vocational training is also included in the programme of studies at the Pacific Islands Central School on Ponape. The present programmes seem inadequate and need to be re-organized and strengthened taking into account the special requirements of the different districts and the opportunities for the utilization of the skills acquired in the schools. In Palau, for example, the Mission was informed that persons trained in carpentry were forced to look for jobs in other fields for lack of employment opportunities as carpenters. In Saipan, the Mission received a written communication (Annex I (i) (V)) requesting assistance for the development of a public vocational high school. The Mission was glad to learn that work on such a school in Saipan would probably begin next year. The Mission recommends that the Administering Authority should give urgent consideration to the provision of adequate facilities for vocational education in all the Districts as well as for strengthening and expanding the present programme at the PICS. Steps should also be taken to organize vocational education in such a way that it attracts a proper share of the ablest pupils.

Higher education and scholarships

158. There are no institutions of higher education within the Territory. The Administration's scholarship programme, however, enables a number of Trust Territory students to go abroad for higher education, mainly to the Territorial College in Guam and the University of Hawaii. Certain number of students are also pursuing studies outside the Territory on their own or on scholarships provided by private organizations or individuals. In 1960, there were 117 Trust Territory students enrolled in educational institutions outside the Territory, 33 in Guam, 41 in Hawaii, 12 in the Philippines and 31 others in the United States, Fiji and Japan. Of these, fifty-six were financed by scholarships provided by the Administration.

159. Most of the scholarships offered by the Administration are for two years. On completion of the first two years, a student is required to return home and work for at least a year before he can become eligible for the renewal of his scholarship for a further two years. The Mission heard many complaints from students about this arrangement. There is also a general feeling that the number of scholarships should be increased in terms of the needs of the Territory and requests to this effect were made to the Mission at almost every place it visited. The Mission also received numerous requests for information about the availability of United Nations scholarships and fellowships. The Mission considers that the Administering Authority should review its present policy of awarding scholarships for two years with a view to the award of scholarships for a continuous course of study. Each scholarship-holder could be told in advance that the award is subject to his maintaining a good record of performance at the institution to which he is assigned for higher study. In view of the demand for more scholarships, the Mission recommends that consideration be given to increasing the number of scholarships awarded each year. Full information concerning United Nations scholarships and fellowships should be made freely available throughout the Territory, and the Mission hopes that the Territory will be able to benefit more fully from these scholarships.

Adult Literacy and Fundamental Education

160. During its tour of the Territory, the Mission did not come across anything noteworthy in the shape of a programme of adult literacy. Perhaps the need for

such a programme is not as great in this Territory as in some others, but the Mission hopes that campaigns to spread adult literacy in the Territory will be undertaken. It visited some clubs and organizations, especially women's clubs, which are doing useful work in fundamental education, but their scope is limited and the Mission hopes that it will be expanded before long.

Dissemination of information on the United Nations

161. The Mission wishes to commend the Administering Authority for its continuing efforts in disseminating information about the United Nations. Material containing information on the United Nations is distributed in the Territory. Teaching the aims and activities of the United Nations, and in particular those of the Trusteeship Council, forms part of the school curriculum. United Nations Day, an official holiday in the Territory, is celebrated annually with appropriate ceremonies by schools and by other organizations throughout the Territory. The United Nations flag is flown throughout the year from all public buildings. As mentioned earlier in this report, the Mission found that the people were greatly interested in the work of the Mission and that of the United Nations in general. The Mission received a request from the Ponape District Congress that official records of the United Nations, especially those of the Trusteeship Council be made available to it on a regular basis. The Mission suggests that the Administering Authority should make available to all District Congresses the relevant records and documents.

CHAPTER V

TYPHCON REHABILITATION

162. The widespread damage caused in various parts of the Territory by a series of typhoons since late 1957, the emergency measures to assist the people affected by the typhoons and the long-range programmes of rehabilitation of the affected islands undertaken by the Administering Authority are described in its Annual Reports and in the report of the 1959 Visiting Mission.

163. During its visit the Mission was able to see the good work already accomplished by the Administering Authority in the rehabilitation of the Island of Jaluit. The people were in good health: and of the total area of 2,400 acres of land, some 1,400 acres had already been replanted with coconuts. The Island now grows an excess of bananas as well as some subsistence crops. The people are appreciative of the assistance provided to them by the Administering Authority by way of emergency measures as well as on a long-term basis. However, they feel that many of their needs remain unfilled, and they have little cash income to meet them. They requested that coconut planting be speeded up, that a survey of housing needs be carried out and that more food rations, soap, kerosene, clothing and other necessities be provided. Most of the houses on the island, which were apparently put up in an emergency, are inadequate and in poor condition and need improvement or replacement. Fishing equipment is in short supply. The Mission has reason to believe that the Administration is aware of these pressing needs and it hopes that the necessary assistance will be provided by it for some time to come. It would be desirable to maintain closer contact with the people of Jaluit through more frequent field trips to the Island.

164. The latest to be hit by a typhoon was the Ulithi Atoll in Yap District. A typhoon which struck in November 1960 severely damaged the islands of Ulithi Atoll and to a lesser extent damaged Yap islands proper and the island of Fais. Ulithi Atoll has five inhabited islands, Mogmog, Falaop, Asor, Fassarai and Lossau with a total population of 479. All the five islands suffered severe damage; 45 to 70 per cent of the houses and other buildings were destroyed; practically all the canoes used for fishing were lost; 30 to 60 per cent of the coconut trees, many of which were planted after the war, were uprooted and the remaining were severely

damaged; and bananas and other subsistence crops were completely destroyed. When the Mission visited Falalop island and flew over others, it had the opportunity of seeing the extent of devastation of the islands. It will take considerable time and effort to rehabilitate these islands and for the people to be able to get along without outside assistance. Immediately following the typhoon, the Administration rushed emergency supplies and other assistance to the affected people. A rehabilitation programme for these islands approved by the High Commissioner is now being implemented. The programme includes provision of food articles and materials for building houses, supply of tools and replanting of coconut trees and other subsistence plants. One United States Agriculturist will be stationed in Ulithi for at least one year to supervise the implementation of the programme and to give the necessary technical assistance.

165. During its meeting with the chiefs of Ulithi, the Mission was handed a written communication (Annex I (m)) concerning the needs of the people. It asks for medical supplies, continued supply of food, materials including lumber for building houses and tools for construction of school building and dispensary. The Mission feels that it is essential that suitable buildings are provided immediately for the dispensary and for the school; at the present time of the Mission's visit, school classes were held in the open. It hopes that the other requests of the people will also receive the urgent attention of the Administration.

166. The destruction caused on the Yap islands proper was also considerable. Trees, food crops, homes, schools and district buildings and other facilities were severely damaged. In some places, large quantities of fish were found dead. Damage to government buildings and facilities was estimated in excess of \$90,000. Large quantities of coconuts were washed away from storage areas. As a result of damage to the trees, copra production was expected to be stopped for a period from six months to a year and Yap, which was supplying good quality coconut for seeds to other districts, might not be able to do so for a period of eighteen months.

CHAPTER VI

QUESTIONS RELATING TO LAND

Public domain land

167. During the Japanese administration of the Territory, the public concept of land was advanced in disregard of customary ownership and all land to which no title existed was declared public land. In addition, the Japanese administration also acquired land from individual inhabitants under pressure on payment of nominal, and in some cases, no compensation. The United States Administration declared all such land in both categories, to be public domain. Section 925 of the Trust Territory Code defines public lands "as being those lands situated within the Trust Territory of the Pacific Islands which were owned or maintained by the Japanese Government as government or public lands, and such other lands as the Government of the Trust Territory has acquired or may hereafter acquire for public purposes".

168. Responsibility for the administration of all matters relating to public land is vested in a Land and Claims Administrator appointed by the High Commissioner. The functions of this office are at present discharged by the Assistant Attorney General. In each district, a District Land Title Officer is in charge of land management. Determination of private claims against public land is made by the Land and Claims Administrator, under whose authority the District Land Title Officer and his staff carry out surveys of disputed lands and make decisions. The decisions of the Land and Claims Administrator are subject to appeal to the High Court of the Territory.

169. In each District, there is a District Land Advisory Board, the membership of which, according to the Trust Territory Code, shall include at least two Micronesians. The function of the board is to advise the High Commissioner regarding the use and development of public lands including recommendations concerning the use of such land for homesteading.

Claims against public domain land

170. During the past few years, a number of private claims against public domain land have been made and several of such claims have been decided in favour of the

claimants. However several such claims are still pending and the Mission received numerous complaints of a general nature concerning unsettled claims.

171. Many of these claims could not be attended to because of lack of trained personnel for surveying land and to perform other related functions. In Ponape, for example, the Mission understood that, with the present staff assigned to this work, it may take another ten years to settle all claims in that District. Apart from general complaints for settlement of such land claims, the Mission also received certain specific complaints. The Mission considers that these claims need to be settled expeditiously and that the necessary trained staff should be provided urgently.

172. A written petition submitted to the Mission in the island of Kusaie, requested that certain lands in Kusaie, which were taken over by the Japanese administration without the consent of the owners and without any compensation, be returned to their original owners (Annex I (j)). In Palau, a petitioner complained to the Mission that all the land comprising the island of Angaur was unjustly considered as public land and that it should be returned to the people of Angaur. The petitioner subsequently presented a written communication to the Mission concerning this matter (Annex I (k)). When the Mission visited Angaur, this request was again repeated to it by representatives of the people of Angaur at a public meeting.

173. During the Mission's visit to Koror, Palau District, a group of petitioners appeared before it and presented orally a case concerning the people of the village of Ngerkebesang in Koror. According to the petitioner, about 400 people were removed to Babelthaup island by the Japanese during the war. After the war, the people asked the United States Naval Authorities permission to return to their original village, which was granted. At the time of the transfer to Babelthaup, the Japanese had paid the people a sum of \$431.14 (154,329.37 yen). Presumably, the amount paid was intended to cover the cost of new huts and other expenses connected with the move, as it could not possibly be the price of the land in question, roughly 1,000 acres in area. In 1952-53, the Land and Claims officer demanded rent from the people for the land which belonged to them and to which they had returned after the war with the permission of the United States Naval Authorities. The people refused to pay rent and took the matter to the High Court. According to the petitioners, the Court did not give a judgement, but orally advised the complainants to settle the matter with the Government. The petitioners

presented documentary evidence of their ownership of the land to the Land Claims Office in 1954, but nothing happened for the following three years. In 1957, the District Administrator renewed interest in the case and under his direction, the Land Claims Office drew up some papers to which the petitioners' signatures were requested. The petitioners refused to sign the papers which concerned the leasing or renting of the land in question to them. In February 1958 the petitioners, in seeking a settlement of the case, refunded to Government the sum of \$431.14, which they had received from the former Japanese administration. The Mission was shown an official receipt for this payment. In an order dated 1 March 1961, issued by the High Court, the petitioners were asked to appear before the Court on 13 March 1961 concerning this case.

174. From the facts presented to the Mission, it would appear that the land in question was taken by the Japanese by force and without compensation for the land itself. Regardless of merits, the case illustrates the nature of the delays involved in settling land claims. The Mission hopes that the matter would be settled without further delay so as to avoid further annoyance to the people concerned.

175. The High Commissioner stressed that the United States, and certainly the Trust Territory government, did not want this land, and that what was needed was clarification of the various types of land, and the rapid implementation of the homestead programme to restore public land to the people. What he wanted to avoid, he said, was the return of all such land on the basis of customary rights. He added that it was his intention to set up a stronger Land Title Office in order to bring about quick disposal of these claims. While agreeing generally with these views, the Mission wishes to state that the delay in settling land claims, which seemed to concern a large number of people, is bound to have an adverse effect on the efforts to attract the people towards the programmes of development, which must primarily be in the field of agriculture. The utmost speed is therefore needed in giving effect to these views.

176. At various places it visited, the Mission was asked to explain what was meant by "public land". Several people seemed to have the feeling that the United States Government has decided to keep for its own use all the so-called public land, and this has already given rise to some dissatisfaction and discontent. It is

therefore essential that any such feeling among the people should be dispelled. The Mission recommends that the Administering Authority should circulate for general information in the Territory a detailed statement giving full description of all land which at present comes under the category of public domain as defined by the Trust Territory Code.

177. The Mission thinks that the Administration should endeavour, in dealing with problems of land tenure, to apply a consistent policy calculated to produce in the Territory a pattern of land holdings better adapted to the economic needs of the people. Customary systems of land tenure, while often admirably suited to provide a measure of security for the individual and his family when living in a subsistence economy, do not meet the needs of the cash economy which the people of the Territory now desire to move towards. The need for necessary incentives for the production of cash crops, perhaps accompanied by more specialization and more advanced farming practices, can be met by the establishment of land-holding co-operatives or by the individualization of land tenure. The latter is the main basis of the Government's homestead programme; while the Mission thinks there is much of value in this, it also feels that experiments might be made with the former system. In some cases experiments might also be made in the operation of plantations, using wage labour. It is essential, in the Mission's view, that all such land be brought under cultivation with the utmost speed and to the maximum benefit of the population.

Homestead programme

178. Under the homestead programme, public domain land suitable for cultivation is placed at the disposal of Micronesians who do not have land and are in need of it. Details of this programme are described in the Annual Report of the Administering Authority and in the reports of the two previous Visiting Missions. The implementation of this programme is of considerable importance in the development of the Territory. While some progress was made in the initial stages, the Mission is of the view that the programme has been very slow. The High Commissioner conceded that, during the past two years or so, there had been a considerable slackening in the homestead programme. It is immediately necessary, as the High Commissioner recognized, to appoint a separate Land and Claims Administrator to handle this work instead of the Assistant Attorney General performing these duties

in addition to his own. The acute lack of trained surveyors is also telling upon this programme. The programme, which is a good one, needs to be strengthened and speeded up in every possible way.

179. The Mission was informed that the homesteading of land to groups of people on a co-operative basis for the growing of cacao or other cash crops was part of the total programme and that a sizeable area had been homesteaded to a Municipality. Co-operative utilization of good parts of such land for such purposes offers, in the Mission's view, attractive possibilities which should be fully exploited.

The Kwajalein land question

180. While some of the public domain land is used for the purposes of the Trust Territory administration and for homesteading, some of it is also used by the United States Government for military purposes. In addition to public land, privately owned land in certain Districts have also been taken over for military use. A number of complaints concerning non-payment of compensation for such privately owned land used for military purposes have been brought to the attention of the Mission.

181. Concerning the case of lands on the island of Kwajalein, about 600 acres in area, the Trusteeship Council had, in connexion with the petition contained in document T/PET.10/30 and Add.1, adopted at its twenty-sixth session, resolution 2063 (XXVI), which urged the Administering Authority to explore with the petitioners all possible means of reaching such a negotiated settlement, including annual rental payments or such payments combined with an initial lump-sum payment and recommended that it consider making an initial lump-sum payment on a provisional basis subject to adjustment when a final settlement is reached. The question was brought up at a largely attended public meeting in Majuro. Appended to this claim for compensation was another one in respect of some 70 acres of land in Dalap on which the Majuro airfield has been constructed. One of the points on which great stress was laid at the public meeting in Majuro, and later in Ebeye, where the inhabitants of Kwajalein are at present settled, was that the people would not agree to "indefinite use rights", which the Administration is demanding in return for compensation at \$500 per acre. The owners of these lands demand that settlement should be based on a lump-sum payment for past use and annual rental for a definite future period, and that the agreement should then be subject

to renewal after a specified period. It was made clear to the Mission that the people were opposed to the case being taken to a Trust Territory Court.

182. There is a difference between the case of Kwajalein and that of Dalap in as much as Kwajalein lands are being used for United States military purposes while Dalap airfield is used for civilian purposes directly beneficial to the people; and this was explained by the Mission without in any way prejudging either case.

183. A long public meeting that the Mission held in Ebeye was devoted almost exclusively to the land compensation claim in respect of Kwajalein. At that meeting, which was attended by almost the entire population of the island, spokesmen for the people conveyed to the Mission their very strong feeling against any agreement on the basis of indefinite use rights and in favour of annual rentals for a fixed period and lump-sum payment for past use. When asked about the rate of annual rental, they informed the Mission that the people wanted rental at the rate of \$20 per acre per month and added that this rate was computed on the basis of copra produced per acre and the reef value of the lands involved. On the other hand, according to information provided by the Administration, the value of copra produced per acre per month would not exceed \$2.15. (This figure has been calculated by the Mission from the information provided by the Administration and reproduced in Annex IV.)

184. The Mission inquired about the method of distribution of the money received when agreement is reached. It was informed that distribution of money would be based on local customs, according to which it would be received by three responsible persons representing the Iroi, Alab and Dri Jerbal who in turn would make further distribution among all the people concerned. The Mission also asked what the reaction of the people would be if the Administration insisted that the method of distribution of the compensation should be written into the Agreement. The answer was that in such a case the people would get together and iron out the difficulties.

185. In the light of the Trusteeship Council resolution, the Mission had hoped that by the time it reached the Territory this case would have been settled. It had raised this matter with the authorities in Washington D.C. in January 1961, who conveyed their anxiety and determination to settle it. It is a matter of regret that though nearly a year has elapsed since the adoption of the Trusteeship

Council's resolution 2063 (XXVI), no negotiations have taken place between the parties concerned to reach agreement. In the Marshalls generally, and in Ebeye in particular the Mission saw evidence of much bitterness on the part of the people who are affected and whose economic condition is reported to be a good deal worse than it had been before their removal from Kwajalein. In brief, this and other similar land compensation cases that have not been amicably settled so far seem to be assuming undesirable political overtones, and must be settled without delay. The Mission considers that the views and wishes of the people concerning the basis for agreement on which their lands may be taken from them should not be ignored or over-ridden, and that in each case they are entitled to a fair compensation for the use of their lands by the United States Government for its military purposes. In all such cases, the fundamental rights of the people should be fully respected. In the Trust Territory generally, and in low islands like the Marshalls in particular, the area of land is greatly limited, and practically all of it is rich and cultivable. Land therefore, is the most precious commodity in the Trust Territory and the lives and the traditions of the indigenous community are deeply rooted in it. Disregard of the peoples wishes of the people affected - and in the case of Kwajalein these wishes seem unanimous - can only give rise to dissatisfaction and discontent. The Mission recommends that in the event that these cases pertaining to the compensation for land under the use of the United States Government are not brought to a satisfactory close in the very near future, the amount of compensation to be paid to the people concerned and the manner in which such compensation is to be paid should be determined by arbitration.

Eminent Domain

186. In the Marshalls District, the Mission received complaints pertaining to the laws of the Territory relating to eminent domain. The Trust Territory Code defines "Eminent domain" as "the right of the Government to condemn private property for public use, and to appropriate the ownership and possession of such property for such public use upon paying the owner a just compensation to be ascertained according to law". "Public use", according to the Code would cover "any use determined by the High Commissioner to be a public use".

187. The Mission understands that an act of the Government in condemning private property for public use to be determined by the High Commissioner is, in effect,

not challengeable in the law courts since, under the Trust Territory Code, the High Commissioner is the final authority in determining "public use". Besides, there would appear to be no restraint, at least in theory, on the High Commissioner's powers in this matter as he is not answerable to any representative public organ in the Trust Territory although in this and in other matters he functions as the agent of the Administering Authority, which is accountable to the United Nations under the Trusteeship Agreement. Eminent domain would appear to be applicable only in so far as the public purposes of the Government of the Trust Territory of the Pacific Islands are concerned. A good deal of confusion results from the fact that the expressions "eminent domain" and "condemnation of private property for public use" are vaguely used in relation to properties acquired before the Trust Territory Code came into force, not strictly for public purposes of the Government of the Trust Territory of the Pacific Islands such as construction of schools, hospitals and roads, etc. but for United States military purposes. Moreover, in several cases about which disputes as to ownership or compensation exist today, lands were acquired by the United States Navy compulsorily in the early years of the United States administration without the application of any specific law or legal procedure. Some of these lands are now described as "Navy retention lands". In several such cases, it appears that property was acquired and put under use by the United States Government without that Government or the Trust Territory Administration simultaneously seeking a settlement of the question of compensation either by mutual agreement with the parties concerned or in any other way.

Riparian Rights

188. Another complaint made to the Mission during its visit to the Marshalls District concerned the provisions of the Trust Territory Code relating to riparian rights. This matter had been brought to the attention of the 1959 Visiting Mission and was also raised in the Marshallese petition referred to in paragraph 181 of this report. In January 1958, by Executive Order No. 71, the High Commissioner added a provision to the laws of the Territory that, with certain exceptions, "all marine areas below the high water mark belong to the Government". This law was in operation during the Japanese administration of the Territory. According to

the Marshallese, this law is in conflict with their traditional land rights under which a person who owns land bordering on the sea enjoys exclusive rights in the marine area extending into the reef.

189. As a result of the opposition of the Marshallese to Executive Order No. 71, it was discussed at the Fourth Conference of the Inter-District Advisory Committee to the High Commissioner which was held from 30 November to 4 December 1959. During that discussion delegates from the various Districts pointed out that some confusion had resulted from the Order as regards people's rights to protect their shore lines from erosion due to the removal of sand, coral and mangrove trees, as regards the ownership of piers and other buildings the people might wish to construct over the water, and as regards observance of traditional rights concerning fishing. Accordingly a redraft of Executive Order 71 was prepared and submitted to the Conference for comments. The redraft was considered to meet satisfactorily the problems in their Districts by six of the seven delegations. The delegation from the Marshalls District reserved its opinion. The Administration felt, however, that the redraft provided adequate recognition and safeguards of traditional rights and, therefore, in December 1959 issued the revision as Executive Order 81.

190. The Mission believes that, in view of the fact that the original provisions were modified in the light of the discussions in the Inter-District Advisory Committee, the present law should be given a fair trial. If, after a reasonable period of trial, it is found that there are still genuine grievances arising out of the operation of the law, the matter should be reconsidered by the High Commissioner and the Inter-District Advisory Council. The Mission hopes that the Marshallese people would not wish to cling to custom for its own sake and that they would be willing to see changes in their customary practices in the interests of the development of the Territory towards the achievement of the objectives of trusteeship.

Navy retention lands and the case of Roi and Namur

191. At the public meeting in Ebeye, the question of the transfer of the people living on Roi and Namur to another island was brought up. The representative of the Administration stated that Roi and Namur were Navy retention lands since the

advent of United States administration and have never been released by the Navy. However, some years ago, the Navy vacated the islands and a group of people were permitted to return there. The purpose in permitting the people to move back, it was stated, was to allow them to harvest the coconuts in return for keeping the airstrip cleared of brush. Later when the United States Government decided to use these islands for military purposes, the people living on Roi and Namur were removed to Ennubir island three miles away. According to the Administration, the Kwajalein Council was consulted in the matter and agreed that the people should move to Ennubir island. Necessary houses and a church were constructed on Ennubir at a cost of \$39,000. The representative of the High Commissioner stated that he had himself put the proposal to the people living on Roi and Namur that they had to decide where to move and that he was informed later that they wanted to move to Ennubir. The Mission also learnt that no written orders concerning the transfer of the people from Roi and Namur to Ennubir were served and that the Marshallese Congress, which met in 1960, did not wish to discuss this problem. It is the Mission's view that the transfer of populations from one island to another, not desirable in itself, is particularly inadvisable without written orders from the appropriate authorities.

192. In the course of the public meeting it emerged that while the people now in Ennubir had adequate housing and water supply, their main problem was the shortage of food as they were unable to harvest the coconut and other crops they had planted on Roi and Namur. The representative of the High Commissioner stated, on the other hand, that the people were permitted to go to Roi and Namur twice a week to gather coconuts and other food. He added that the trees on Roi and Namur were counted and their number recorded before the construction work started on the island. The shortage of food, he said, resulted partly from the lack of transportation. The Mission wishes to reiterate the suggestion it made to the authorities concerned in the Territory that the people now living on Ennubir should be permitted to visit Roi and Namur sufficiently often to harvest their crops and that they should be provided with the necessary transportation for their harvest. The necessary assistance and subsidy for the planting of coconut and other crops on Ennubir island should also be provided to them.

CHAPTER VII

PROBLEMS RESULTING FROM NUCLEAR TESTS IN THE TERRITORY

193. The first transfer of Marshallese people in connexion with the tests took place in 1946 and it involved 167 people in Bikini Atoll, who are now settled on the island of Kili. The second group of 137 people transferred from Eniwetok in 1947 are now living on Ujelong. The third transfer took place in 1954 when the people of Uterik and Rongelap were affected by radioactive fall-out from the tests held during that year. Immediately following the incident, 154 people living on Uterik and 82 living on Rongelap were transferred to other islands. The Uterik people, who were less affected by radiation, were returned to their home island during 1954 itself after the Administration had declared that the island was safe from radioactive contamination. The people of Rongelap, who were more heavily exposed to radiation, returned to their home island in June 1957 from Ejit island in the Majuro Atoll, where they were taken care of by the Administration from the time of their transfer till their return. Details concerning the transfer of these displaced groups, their resettlement, their health and other related problems are contained in the reports^{1/} of the two previous Visiting Missions.

194. The Mission regrets that it was unable, for want of time and suitable transport, to visit the islands of Kili, Ujelong and Uterik. No specific problems concerning the people now living on these three islands came to the Mission's attention during its stay in the Marshalls. The people of Rongelap, whom the Mission visited for half a day, still seemed to be facing many difficulties and anxieties. The number of people now residing on Rongelap is 244. This includes children born since the fall-out occurrence as well as other relatives and dependents of the 82 who were exposed to fall-out, who were themselves away from Rongelap at the time.

^{1/} See report of the 1956 Visiting Mission (T/1278) paragraphs 222-243 and Report of the 1959 Visiting Mission (T/1484) paragraphs 28-42.

195. During its visit to Rongelap, many people complained that, since the fall-out, they were not keeping good health and that children in particular were afflicted with different kinds of sickness. They also complained of a general condition of fatigue, listlessness, body aches and stomach disorders. Certain cases of abnormal or deformed children born to parents living on Rongelap were mentioned, as was the frequency of miscarriages. Another series of complaints concerned the contamination of certain locally-grown items of food and fish caught from the lagoon. More specifically, it was asserted that arrow-root grown on Rongelap produced mouth blisters and also caused stomach up-sets and that the consumption of fish caught from around the island produced boils inside the mouth. The Micronesian Health Aide in Rongelap confirmed the prevalence of these occurrences.

196. The Micronesian District Director of Health in the Marshalls, who accompanied the Mission to Rongelap, stated, on inquiry, that he had no personal knowledge of these complaints and added that according to the team of doctors from the United States Atomic Energy Commission, which had made studies on the effects of radiation, the area was free from radioactive contamination. He also added that certain types of poisoned fish had existed in the waters of the Marshall District even before the fall-out. Several of the Rongelapese present said that no fish in the waters surrounding the islands was found to be poisoned before the fall-out occurrence in 1954. The District Administrator who was also with the Mission stated that, according to his information, except in the case of the coconut crab, there was no question of poisoning in Rongelap owing to fall-out.

197. Another point brought to the attention of the Mission was that the coconut trees on the island were not as productive as they were before the fall-out and that a certain number of trees were not showing natural growth. In one particular area, it was said, several new trees had split at the top into two or three fronds and did not bear fruit. Complaints were also made to the effect that the present subsidy paid by the Administration was insufficient. The people expressed satisfaction in regard to the school as well as the houses which were built for them by the Administration. They wanted to know from the Mission whether Rongelap was free from the effects of radiation or whether there were still dangers resulting from the 1954 fall-out or from possible future explosions in the area.

198. The Mission discussed the problem of the Rongelap people with the Director of Health and the High Commissioner. Both said that the problems were more psychological than real and agreed that the people needed assistance in readjusting themselves to normal ways of life free from any fears and apprehensions. The Director of Health informed the Mission that he himself would visit Rongelap in the latter part of March with the Medical team of the United States Atomic Energy Commission and would spend about fifteen days there during which time the Medical team would also be conducting their studies on the island. The High Commissioner, while assuring the Mission that the Director of Health would take a long look at the whole problem, also mentioned that a few Micronesians had been advising the people of Rongelap "to stay sick" until they had collected compensation for the damages suffered as a result of the fall-out. The Mission has already pointed out that the reports of all kinds of sickness occurring in the island were confirmed by the Health Aide at the public meeting.

199. The Mission does not consider itself competent to pass judgement on matters concerning the effects of radiation and radioactive contamination and the extent to which such effects persist in the island or in the waters surrounding it. On the other hand, the Mission did observe that the people of Rongelap have not recovered from the shock that they suffered at the time of the fall-out occurrence and that they are seized by fear and anxiety. The visits of the United States teams of doctors and scientists have not succeeded in dispelling this fear and anxiety. Indeed, these periodic visits and examinations, necessary as they may be, have perhaps served to sustain the peoples' apprehensions. Regardless of the view taken by the Administering Authority of the general health situation, the malaise of the Rongelap community is a disturbing fact and the Mission thinks that the Administering Authority should take active steps to rehabilitate the community. As a part of such a programme, the Mission feels that it might help to restore the confidence of the people if responsible officials of the Administration were to live among them for a period, sharing their food and their anxieties and assisting them in the process of rehabilitation.

200. With regard to the complaint that the subsidy paid by the Administration was insufficient to meet the current needs of the people, the Mission was informed that the Administration's policy was to reduce progressively the subsidy as the implementation of the agricultural rehabilitation programme

progressed and to discontinue it when the production of subsistence crops was adequate and the people were able to stand on their own legs. The Administration hopes to complete the rehabilitation programme by June 1961. The Mission suggests that the requests of the people in this regard should be carefully looked into and the necessary assistance provided. This should be done with the object of setting the community on its feet so that it can provide its own needs and dispense with Government subsidy.

201. The Mission wishes to impress the necessity of stationing on the island of qualified and competent health personnel who will be able to administer adequately to the health needs of the community and assist in their education in health matters. Such personnel should maintain proper records concerning health matters and should report fully to the District Director of Health. The health of the people of Rongelap must remain a special responsibility and preoccupation of the medical authorities of the Trust Territory Government. As a means of breaking down the psychological and physical isolation of the people of Rongelap, the frequency of field trips should be considerably increased; and their requirements in education, in agricultural rehabilitation and community development should be given special attention, bearing in mind the desirability of bringing into the island suitable personnel from other parts of the Territory.

202. The Mission has referred to the fears and anxieties of the people with regard to possible dangers from possible explosions in the area in the future. The Mission felt that any assurance given by the Administering Authority in this regard would go a long way in allaying such fears. Bearing that in mind, the Mission, during its visit to Washington, asked the Administering Authority whether any such assurance could be given. The Mission notes the statement made to it by the Administering Authority that it has no plans to resume tests in the Territory and earnestly hopes that no nuclear or thermo-nuclear tests will be carried out in the future.

203. There is also the question of payment of compensation by the Administering Authority for the damages suffered by the people of Rongelap as a result of the fall-out. The Mission was asked why no payment was made to the people on that account. It was informed by the District Administrator that, according to his information, a civil suit on behalf of the people had already been filed in the Trust Territory court. The Mission was later informed by the Chief Justice of

the Trust Territory that the Attorneys for the people of Rongelap had on 10 March 1960 filed a suit in the Trust Territory High Court against the United States of America for damages totalling \$8.5 million. The Chief Justice, in a letter dated 22 September 1960, addressed to one of the Attorneys, stated as follows:

"Re: Abia and Others v. United States of America Marshall
Island District Civil Action No. 124.

"The Clerk of Courts for the Marshall Islands District has sent me the original papers in the above-entitled action and your letter of August 20, 1960 to him.

"Obviously he doubts and I certainly doubt his authority, or that of our High Court, to issue process against the United States as you have requested. Furthermore there is no one I know of in the Trust Territory of the Pacific Islands upon whom such process could be served with legal effect if it were issued.

"You must be familiar with the doctrine that the United States, as a sovereign power, is immune from suit without its own consent, and that this consent may only be given by, or in accordance with, an Act of Congress. If you believe that any such consent has been given which covers the above-entitled action and that there is any person in the Trust Territory upon whom service of process against the United States may properly be made, you are invited to file in this action a memorandum of law supporting your position, which will be given careful consideration.

"Unless, however, cause is shown to the contrary at or before the call of the list of civil actions at the opening of the next sitting of the Trial Division of the High Court for the Marshall Islands District, now scheduled to begin November 30, 1960, the above-entitled action will be dismissed at that time."

By an order dated 11 January 1961, the case was dismissed by the Chief Justice for want of jurisdiction. The text of the dismissal order is reproduced below:

"On the court's own motion, and after notice to the plaintiff's counsel and his failure to show cause to the contrary, it is

"ORDERED, that the above entitled action be and it is hereby dismissed for want of jurisdiction over the defendant."

204. The Mission believes that there can be no two opinions as to the right of any people, whether they be citizens of a Trust Territory or nationals of an independent State, to seek compensation for damages caused to them. If similar

damages had been suffered by nationals of the United States, which is the Administering Authority, within United States Territory, the people concerned would have had recourse to United States Courts.

205. The further pursuit of the case thus having been debarred in the Courts of the Territory, the Mission felt nevertheless, that the people should be assured of access to appropriate legal or other means for seeking satisfaction of their claims. In that belief it raised this question with the Administering Authority in Washington, D.C. Its representatives stated that under the United States system of law, unless the sovereign waives his immunity, there is no jurisdiction against him and that legislation concerning waiver is provided by the Federal Court Claims Act of 1938. Under this legislation the United States has waived its immunity only with respect to acts occurring in the United States. It was further stated that in the present case, three alternatives would be possible: (a) amendment of the statute, (b) administrative settlement of the claims, and (c) legislative action to provide compensation in this specific case. Regardless of the difficulties of jurisdiction, which have so far prevented the inhabitants from being compensated, it is always open to the Administering Authority to give satisfaction to them in this regard by means of administrative action, and the Mission hopes that the Administering Authority will look into this question urgently and find the most fair and equitable means of solving it.

CHAPTER VIII

WAR DAMAGE CLAIMS

206. The question of compensation for war damage was first brought to the attention of the 1950 Visiting Mission in three written petitions^{1/} submitted to that Mission. In its 1950-1951 annual report examined by the Council at its tenth session, the Administering Authority stated, inter alia, that arrangements for the settlement of postal savings claims and other types of claims were under active consideration. In all areas visited by the 1953 Visiting Mission requests were made for compensation for land and property destroyed during the war.^{2/} The Administering Authority informed the Council at its twelfth session that such claims were currently under consideration.

207. In its annual report for 1953, the Administering Authority noted that article 4 (a) of the Treaty of Peace with Japan provided in part that claims of the residents and Administering Authorities of certain areas, including the Trust Territory of the Pacific Islands, against Japan and its nationals should be the subject of special arrangements between Japan and such authorities. The Administering Authority stated that it was currently giving consideration to the type of claim which might be appropriately included in any special arrangements to be negotiated with Japan on behalf of the residents of the Trust Territory.

208. The 1956 Visiting Mission noted dissatisfaction concerning the non-settlement of claims pertaining to postal savings and bonds as well as concerning war damage and the redemption of Japanese securities and it felt strongly that every effort should be made by the Administering Authority to reach a settlement of the problem at the earliest possible moment. Subsequently, at its eighteenth session, the Trusteeship Council urged the Administering Authority to negotiate

^{1/} Report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1950, Supplement No. 2 (T/897) - See Annex 1.

^{2/} Report of the UNVM to the Trust Territory of the Pacific Islands, 1953, Supplement No. 3 (T/1077), p. 13, para. 86.

(f) Communication dated 7 March 1961 from eight members of the Saipan Legislature

PETITION TO THE UNITED NATIONS VISITING MISSION RELATIVE TO
RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS
AND THE UNITED STATES CONGRESS TO TAKE UNDER SERIOUS
CONSIDERATION THE FUTURE ANNEXATION OF THE SAIPAN DISTRICT
TO THE UNITED STATES AS A SEPARATE AND DISTINCT UNITED STATES
TERRITORY

BE IT PETITIONED BY THE FOLLOWING MEMBERS OF THE LEGISLATURE OF SAIPAN:

WHEREAS, the following petitioners represent a majority of the Thirteen Saipan Legislature in which this petition was submitted on behalf of the people of Saipan, Mariana Islands; and

WHEREAS, as a result of the conflict attendant upon the Second World War, the United Nations was born, which organization had as one of its primary purposes the self-government, and self-determination of the Trust Territory of the Pacific Islands and to that end instituted a Trusteeship Agreement to assure such self-determination to the people under their trust; and

WHEREAS, under Chapter XII, Article 76, sub-paragraph (b) of the Charter of the United Nations provides that one of the basic objectives of the Trusteeship System shall be: To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each Trusteeship Agreement; and

WHEREAS, the Charter of the United Nations, Chapter XI, declaration regarding Non-Self-Governing Territories in the Article 73, sub-paragraph (b), provides, in part as follows: "to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each Territory and its peoples and their varying stages of advancement; and

WHEREAS, the United States of America, under the terms of the Agreement, has been designated as the Administering Authority of the Trust Territory of the Pacific Islands and has assumed the obligation for the government thereof, which

said obligations have been discharged and the people of Saipan, Mariana Islands have been well advanced politically, economically, educationally and socially; and

WHEREAS, the people of Saipan District have determined almost unanimously that they strongly desire to become a part of the United States and to be granted United States Citizenship, which said desire has been evidenced by the last plebiscite conducted on the 5th day of February 1961, an official copy of the results of which are attached^{1/} hereto and made a part of this petition; and

WHEREAS, the people of Saipan strongly desire that all of the islands inhabited or uninhabited of the Saipan District be a part of the United States of America in order to acquire national status and become either a possession or a territory upon determination by the United States that the inhabitants are ready, able, and willing to assume such responsibility; and

WHEREAS, if the Saipan District is annexed to the United States of America the inhabitants will advance even further politically, economically, educationally and socially and be assured of national status;

WHEREFORE IT IS RESPECTFULLY PETITIONED:

1. That the following members of the Thirteenth Saipan Legislature does hereby on behalf of the people of Saipan, Mariana Islands and in sympathy with the people of all the Saipan District including Rota Island respectfully request and petition the United Nations and the United States Congress to cause the Saipan District including Rota Island to be incorporated into the United States of America as a possession or as a separate territory of the United States including the granting of United States Citizenship.
2. That this petition do also serve as a sincere expression and deep gratitude of all the people of Saipan, Mariana Islands to the United States, the Administering Authority, for their protection and their keen interest in promoting the advancement of the people, which has made possible this petition.
3. That these copies of the petition be thereafter transmitted to his Excellency Carlos Salamanca Figuerca, Chairman of the United Nations Visiting Mission, to the President of the United States, to the President of the Senate, to the Speaker of the House of Representatives, to the Chairman of

1/ Same as enclosure to Annex I (b).

the Committees on Interior and Insular Affairs, Senate and House, to the Secretary of the Interior, to the Secretary of the Navy, to the Chief of Naval Operations, to the Commander in Chief, U.S. Pacific Fleet, to the Commander Naval Forces Marianas, to the High Commissioner of the Trust Territory, to the Naval Administrator of the Saipan District, Chairman of the Tinian Congress and to the Chairman of Rota Congress.

Dated this 7th day of March 1961.

E.P. SABLAN

E.P. Sablan, Chairman
of the Governmental Operation

M.T. SABLAN

M.T. Sablan, Chairman
of the Rules Committee

J.L. CHONG

J.L. Chong, Chairman of the
Public Health and Welfare Committee

F. RUAK

F. Ruak, member of the
Education and Labor Committee

O.T. BORJA

O.T. Borja, Chairman of
the Judiciary Committee

B.R. KAIPAT

B.R. Kaipat, Chairman of the
Education and Labor Committee

V.D. SABLAN

V.D. Sablan, Chairman of the
Finance and Taxation Committee

FELIX RABULIMAN

F. Rabauliman, Vice-Chairman of
the Education and Labor Committee

- (g) Communication handed to the Mission at the public meeting in Tinian on 10 March 1961

OFFICIAL TABULATION OF PLEBISCITE HELD ON 5 FEBRUARY 1960 CONCERNING
FUTURE POLITICAL STRUCTURE OF TINIAN, MARIANA ISLANDS

A. Explanation of each box as follows:

- Box No. 1 - Do you desire to become U.S. Citizen within the political framework of Government of Guam (Unification with Guam).
Box No. 2 - Do you desire to become U.S. Citizen by becoming a separate Territory of the United States (Annexation with U.S.A.).
Box No. 3 - Do you desire to remain in the same status as present.
Box No. 4 - Other wishes.

B. Total casted vote by people of Tinian, M.I.

<u>Vote for</u> <u>Box No. 1</u>	<u>Vote for</u> <u>Box No. 2</u>	<u>Vote for</u> <u>Box No. 3</u>	<u>Vote for</u> <u>Box No. 4</u>	<u>Vote</u> <u>Void</u>	<u>Total</u>
85	57	6	0	0	148

C. Certificate

We, the selected poll workers hereby certify that the above tabulation of plebiscite is true and correct.

(Illegible)
Poll Worker

Poll Worker

Justino Arriola
Policeman - Witness

(h) Communication dated 8 February 1961 from the Democratic Party of the Territory of Guam

8 February 1961

Honourable Carlos Salamanca Figueras
Ambassador from Bolivia
Chairman, United Nations Mission to
Trust Territory of the Pacific Islands
Agana, Guam, M.I.

Honourable Sirs

REINTEGRATION OF NORTHERN MARIANAS WITH GUAM

On 21 June 1898, Captain Henry Glass, U.S. Navy, in command of the USS CHARLESTON, steamed into Apra Harbor, Guam. The United States at that time, unbeknownst to Guam, was at war with Spain. Captain Glass took the Guam governor prisoner and sailed following day for Manila. Captain Glass had declared Guam for the United States. The rest of the Marianas were either unwittingly or deliberately ignored.

The Treaty of Paris, signed on 10 December 1898 ceded Guam only to the U.S. and the Northern Marianas was sold to Germany; in 1914 Japan got control of the Northern Marianas which lasted until World War II expiry at which time same were placed in trusteeship under the United Nations but administered by the U.S. .

It is a historical mistake that the Marianas are today divided, i.e., Guam and Marianas islands other than Guam. The peoples of the Mariana's (including Guam) have the same ethnic background, language, customs and the entire Marianas should be reintegrated for reasons which will be later covered in this paper.

The legal and moral qualifications for reintegration are contained in the following excerpts from the United Nations Charter:

CHAPTER XI (Declaration regarding Non-Self-Governing Territories, Article 73):

"Members of the United Nations which have or assume responsibilities for the administration of Territories whose people have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these Territories are paramount and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these Territories and, to this end:

a. "....."

b. "To develop self-government, to take due account of the political aspirations of the peoples and to assist them in the progressive development of their free political institutions according to the particular circumstances of each Territory and its people and their varying stages of advancement.

CHAPTER XII

Article 76 - The basic objectives of the Trusteeship System in accordance with the purposes of the United Nations laid down in the present Charter, shall be:

(a) "....."

(b) "To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories and their progressive development toward self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned and as may be provided by the terms of each Trusteeship Agreement.

(c) "To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion and to encourage recognition of the interdependence of the peoples of the world."

Note: The underlining is the writer's.

/...

The United States, in its assumption of responsibilities for the administration of the Trust Territory of the Pacific Islands, have complied fully with the United Nations precepts contained in above part excerpted CHAPTER XI and XII of the United Nations Charter and the Northern Marianas have:

- a. Attained political, economic, social and educational advancement to a degree warranting reintegration.
- b. Developed respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion and recognition of the interdependence of the peoples of the world.
- c. Submitted a petition to the United Nations for reintegration and such petition was signed by a heavy majority of the peoples in the Northern Marianas. This petition was coursed to the United Nations through the Saipan Legislature which is situated in the seat of government for the Northern Marianas Saipan.
- d. Developed a full measure of self-government.

It is morally and legally not right that the peoples of the Marianas be divided. The people of the Northern Marianas are without identity, without citizenship, without a country.

The Guam Legislature has endorsed favourably Marianas reintegration in the full knowledge that such endorsement if and when realized would create additional financial burdens on the Territory of Guam. But such burdens, together with other pressing problems of implementation, are wholly and completely negated by the necessity (moral, legal and economic) of extending deserved recognition to the desires of the Northern Marianas people.

Some people fear that United Nations Communist Members will take exception to the reintegration action. But how can Communist nations who are Members of the United Nations oppose such reintegration when they adopted or accepted the governing rules contained in the quoted CHAPTERS XI and XII of the United Nations Charter?

My country, the United States, understandably does not want to be accused of exerting any pressure in the resolvment of reintegration; and my country has scrupulously avoided even the slightest participation. However, the U.S. has admirably fulfilled its obligations both to the United Nations and the peoples of the Northern Marianas.

Resulting reintegration action now rests with your good Commission's recommendations and subsequent United Nations and United States action.

This letter is for your guidance and consideration. The writer, for optimum co-ordination, sends a copy of this letter to each of the honourable members of your Commission.

We extend every good wish to the Commission for a successful visit.

Yours very faithfully,

DEMOCRATIC PARTY OF THE TERRITORY OF GUAM

(Signed) G.M. O'KEEFE
G.M. O'KEEFE
President

cc: Honourable Messrs. Maharajaskrishna Rasgotra, India
Jean L.M. Adriaenssen, Belgium
Geoffrey Caston, Great Britain

(i) Communications from the Thirteenth Saipan Legislature presented to the Mission at its meeting with the Legislature on 10 March 1961

(i) RESOLUTION NO. 13-4 RELATIVE TO EXPRESSION OF GRATITUDE BY THE PEOPLE OF SAIPAN TO THE UNITED NATIONS FOR ITS CONTINUOUS EFFORTS AND RECOGNITION OF THE BASIC PRINCIPLES FOR HUMAN RIGHTS AND FREEDOM

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, the United Nations in its efforts, working continuously for the purpose of maintaining and promoting the advancement of the people, and a firm order of freedom and justice; and

WHEREAS, the people of Saipan are cognizant of the firm support of the United Nations toward the less fortunate and under-developed countries of the world, has always been a fundamental element of our advantages toward better existence; and

WHEREAS, the United Nations designated the Government of the United States of America to administer the Trust Territory of the Pacific Islands and by this term the United States Navy as an Administering Authority plays her part and assumed obligations in accordance with the basic objectives laid down by the Trusteeship Agreement; now therefore be it

RESOLVED, that this resolution do serve as an expression of deep gratitude and appreciation to both the United Nations and the United States of America, by the people of Saipan for their effective and efficient fulfilments of their services in the interest of our people as rendered in the past and in the present; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission and the Administering Authority.

AYES: 12

NAYES: 0

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

- (ii) RESOLUTION NO. 13-5 RELATIVE TO MEMORIALIZING THE UNITED NATIONS VISITING MISSION TO INFORM THE THIRTEENTH SAIPAN LEGISLATURE THE STATUS OF THE ATTACHED RESOLUTIONS 1/ NO. 2, 3, 4 AND 5 ADOPTED BY THE ELEVENTH SAIPAN LEGISLATURE 1959 17TH SPECIAL SESSION

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, pursuant to previous resolutions as numbered above submitted before the United Nations Visiting Mission in the past; and

WHEREAS, the same has been repeatedly subject to inquisition by the people concerned as to the nature and such action which the United Nations Trusteeship Council may have taken; and

1/ For full texts of Resolutions No. 2 relating to scholarship and fellowship programmes, No. 3 relating to war damage claims, No. 4 requesting the transfer of certain items of tax revenue from District Account and No. 5 requesting an increase in the wage-scales in Saipan District, see Annex IV of the Report of the 1959 Visiting Mission (T/1484, pp. 36-37).

WHEREAS, since subject resolutions still pending for any possible action, whereby no information has ever been received; now therefore be it

RESOLVED, by the Thirteenth Saipan Legislature does hereby on behalf of the people of Saipan respectfully request and petition the United Nations Visiting Mission to advise the Thirteenth Saipan Legislature the nature and the present status of the resolutions in question; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission and the Administering Authority.

AYES: 10

NAYES: 0

ABSTAINED: 1

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

- (iii) RESOLUTION NO. 13-6 RELATIVE TO REQUESTING THE UNITED NATIONS AND THE ADMINISTERING AUTHORITY TO PROVIDE AND AUTHORIZE THE PRESENCE OF AN ECONOMIC EXPERT AND A U.S. SUBSIDY, OR INDUSTRIAL ENTERPRISE INTO THE ISLAND OF SAIPAN FOR THE DEVELOPMENT OF THE ISLAND'S OVER-ALL ECONOMIC IMPROVEMENT

BE IT RESOLVED BY THE PEOPLE OF SAIPAN THROUGH THE THIRTEENTH SAIPAN LEGISLATURE:

WHEREAS, the basis of the present economic status in the Saipan District subsisting only on agriculture, fishing and employment by the military establishments; and

WHEREAS, cash derived from copra and the harvesting of trochus plus the limited amount of local manufactured items, is inadequate to provide the people in cash for additional food, everyday need, as well as for minor luxuries and other necessary imported items; and

WHEREAS, since the people are desirous for the re-establishment of industries such as sugar, fibre, and pineapple canning as well as the improvement of the copra industries and the development of fisheries; and

WHEREAS, the island potential resources can be developed into the desired economic benefits should land not in used as it now remaining to waste, can be cultivated to provide the people the means to sell and turn their production into cash; and

WHEREAS, it is also believed that the presence of an off-island expert on economics to foster and initiate on the improvement of the island economy, plus the introduction of a United States subsidy, or industrial enterprise would enable to restore and provide adequate means for normal standard living conditions of the people; and

WHEREAS, the people in the Saipan District considered the foregoing appeal if granted, as the only source in which the present status of the island economy can be instituted to subsist normally; therefore, be it

RESOLVED, by the people of Saipan through the Thirteenth Saipan Legislature to appeal before the United Nations Visiting Mission and the Administering Authority to render assistance, and to consider the foregoing as an urgent petition and that, an expert on economy be provided plus the authorization of United States subsidy, or industrial enterprise into the Saipan District as hereof fully defined; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission, the Chief of Naval Operations, the Commander in Chief, U.S. Pacific Fleet, the Commander Naval Forces Marianas and the Naval Administrator, Saipan District.

AYES: 11

NAYES: 1

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

/...

(iv) RESOLUTION NO. 13-7 RELATIVE TO PRESENTING TO THE UNITED NATIONS
VISITING MISSION THE OFFICIAL TABULATION OF PLEBISCITE IN
CONNEXION WITH THE ISSUE ON THE REINTEGRATION OF THE MARIANA
ISLANDS

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE
PACIFIC ISLANDS:

WHEREAS, the Twelfth Saipan Legislature adopted a Resolution No. 7 requesting
and memorializing the United Nations to take under serious consideration for
future recommendation the reintegration of the Mariana Islands by incorporating
them within the framework of the Territory of Guam; and

WHEREAS, the said Resolution No. 7 stated that the Legislature recommended
that a plebiscite should be conducted among the people living in the Mariana
Islands for the purpose of allowing the inhabitants thereof to freely express
their desires and views on this issue; and

WHEREAS, pursuant to the recommendation, the Thirteenth Saipan Legislature
formed a select committee to confer with the Guam Legislature on the issue and to
inform the public of the same prior to conducting a plebiscite; and

WHEREAS, the select committee proceeded and discharged the assignment properly
and informed the public of the issues and the preparation of the plebiscite; and

WHEREAS, the plebiscite within the Municipality of Saipan was conducted
accordingly on 5 February 1961, and the returns of said plebiscite were officially
certified by the select committee as attached^{1/} herewith and made a part of this
resolution; now therefore be it

RESOLVED, that the Thirteenth Saipan Legislature, on behalf of the people of
Saipan, strongly endorse the plebiscite and respectfully memorialize the United
Nations Visiting Mission to implement and support the reintegration of Saipan
with Guam; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest
the adoption hereof and that copies of the same be thereafter transmitted to his
Excellency Carlos Salamanca Figueroa, Chairman of the United Nations Visiting
Mission, to the Commander in Chief, U.S. Pacific Fleet, to the Commander Naval

1/ Same as enclosure to Annex I (b).

Forces Marianas, to the High Commissioner of the Trust Territory of the Pacific Islands, to the Naval Administrator, Saipan District and to the Speaker of the Guam Legislature.

AYES: 6

NAYES: 0

ABSTAINED: 6

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

- (v) RESOLUTION NO. 13-8 RELATIVE TO REQUESTING THE UNITED NATIONS AND THE ADMINISTERING AUTHORITY FOR A VOCATIONAL HIGH SCHOOL TO BE ESTABLISHED IN THE SAIPAN DISTRICT TO ALLOW STUDENTS WHO MAY HAVE QUALIFIED AND INSPIRED TO BETTER EDUCATION AND TRADE

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, pursuant to stressing the need for rooting our educational system, and our pursuit to better our opportunities to improve the sense of responsibilities in the field of trade and education; and

WHEREAS, to facilitate the development of our advantages and knowledge in trade to meet the required level, in skill or professional labour; and

WHEREAS, the preparation for a better vocational high school to be established in the Saipan District is almost an indispensable nature; and

WHEREAS, such better vocational high school training if made possible, will not only eliminate the strain of students going abroad, but will also accommodate those who might not have the means to afford, or of those who might have other difficult circumstances to leave their homes; and

WHEREAS, to develop and produce the effectiveness of such a vocational high school would be in the interest and efforts of our local potential strength, and our ability to foster the means of financing whichever possible despite our budget limitations; now therefore be it

/...

RESOLVED, by the Thirteenth Saipan Legislature to endorse and seek the aid of the Administering Authority and the United Nations to assist and co-operate with the development of a public vocational high school; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations and the Administering Authority.

AYES: 7

NAYES: 6

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

(j) Communication dated 13 February 1961 from Mr. Morris Tulensru

KUSAIE'S PETITION CONCERNING "GOVERNMENT LANDS"

... That these lands be returned to their rightful owners.

1. Our former kings never sold or gave the high, uncultivated lands to any nation or outside peoples.
2. During the reigns of the 9th and 10th kings of Kusaie (then under the German flag) there was never any action taken or documents made which took any land away from its traditional owner.
3. During King John's reign (the 10th and last king) the Japanese appointed village chiefs. However, neither the king nor these chiefs were consulted when the Japanese drew a line limiting the land each individual could cultivate and thereby formed what was then (and is now) considered "Government lands". They gave no reason for this step, and they did not purchase these lands from their rightful owners.
4. These lands were taken with no remuneration, either in money or in any other means of exchange.

5. The Japanese made their arbitrary boundary around the island and called the land above this line "office property" - this they did in a secretive way, hence we feel it was illegal and could be considered stealing or bullying.
6. Under our new democratic system (under the United States and the United Nations) is it right that we should still be forced to relinquish this part of our land when in reality it was taken without our consent? The action which the Japanese took was made dictatorially. Why is the present administration following the Japanese pattern concerning these so-called "Government lands". It is recognized that during the Japanese occupation of the island there was some land purchased legally from individual Kusaie people. These lands we understand would revert into the hands of the Trust Territory government and not to their former Kusaie owners since they were bought with their consent. Let these lands purchased by the Japanese be the "Government lands". But let the uncultivated lands above a man's own property be considered his own as it formerly was in the early history of our island.

(Signed) MORRIS TULENSRU
Morris Tulensru
Elementary School Board member
Chairman Utwe Cattle Cooperative
former District Congressman

13 FEBRUARY 1961
Lelu, Kusaie
East Caroline Islands

(k) Communication dated 7 March 1961 from Mr. Gilbert Tulop

7 March 1961

From: Mr. Gilbert Tulop
To: The UN Mission
Subject: Mining of phosphate in relation to the people of Angaur

I'm grateful for your patience and interest you gave me during that one hour meeting of my problems concerning the ownership and other difficulties of the people of Angaur. I have explained my position to you, Mr. Chairman of the Mission and Mr. Choko and therefore, I don't think there is any need for introducing myself again. So, in this letter-like petition, which you recommended

/...

to state the three points I made, I will also attempt with my best knowledge to state what took place between different miners of different countries who came to Angaur since the Germans.

I do not know the exact month and the day but it was approximately in the year 1908 when the first German ship came to Angaur - and the name of the ship was Iartulan. I will say one thing here that the people of Angaur then were not very well acquainted with the white men. On the ship, however, there were two Germans named Winclaer (Winkler) and Hemt and their interpreter, Ouman. Four hours later they went around inquiring for the chief of the island. This was after the reconnaissance of the island. Since the chief was not a man but a woman, the Germans said they could not talk business with a woman and, therefore, demanded one man representing the chieftess and four others. The five men were taken aboard the ship and were told they were being taken to Koror. At Koror they were told that the German Government and a German phosphate mining company were going to phosphate on Angaur. They were then given 600 marks and five pieces of Palauan money (small glasslike beads). The five men then protested, saying they could not accept the money nor could they know why they were being brought to Koror because their chief was not there. The Germans, however, threatened them and made them take the money saying they would go ahead with the mining of the phosphate even though they protested.

One month later another ship arrived at Angaur and unloaded mining equipment, twelve Chinese labourers and one German. The people and the chieftess herself were very much disturbed since the five men who were taken to Koror had kept their mouths shut about the deal the Germans had made them agree to against their will. So, the chieftess and the people went aboard the ship to find out. The Chieftess could not face the Germans, because of their refusal since she was a woman, asked an Englishman, named James Jim, who then was living on Peliliu to come down to Angaur and interpret for her. The Germans told James Jim then that they have bought the rights to mine the phosphate.

To this the chieftess said she did not have the right as to the possession of the lands and so, she still said no to the mining of the island. The German officer, supervising the mining, said then that he would ask the German Government

on Koror. Four months later two German officials from Koror arrived with five native soldiers all armed. They brought out the chieftess and got the same five men they took to Koror and got the 600 marks and five Palauan money from them; and gave to the chieftess and told her of the, so they said, original agreement. The chieftess told them the 600 marks and the five Palauan money were not enough. She said she would agree if the Germans would give a certain percentage to the people who owned the lands being mined. At this point the Germans got very angry and told her she no longer was the ruler of the island. They made Ucherbelau, her son, the new ruler and sent him to Yap Island with James Jim. Since the chieftess was forced to resign, the Germans did what they pleased, cutting down the trees, adding new lands, and exploiting anything they saw fit to their purpose. The people then saw this and wanted to get rid of the Germans, but an older among them discouraged the attempt saying there was no use.

Six months later the chief returned with a German official and his interpreter, a native of Palau, arrived at Angaur. The German agent went to the mining office and announced to the workers, the natives, that he was there to pay them more money and to give the villages an additional 700 marks. Though the people refused to accept this they were forced to. The people then said to the agent they would like to make the deal more like business dealings. They prefer payment per ton in certain amount agreed on. To this the agent got furious and the people saw there was no alternative. Again they requested that the company mine but excluding the taro patches. The German ignored this and drew an arbitrary line as boundary from east to west cutting the whole island into two parts giving the Germans about two-thirds for their mining. (The maps showing this clearly is retained by the people of Angaur.) Thirty years was said to be the limit of the mining, but the people had to move away from the lands to be mined after fifteen years. The Germans were to help them move. The lands occupied by the people, the German agent explained, were subject to the Germans and the timbers were to be paid to the same people when felled. This was, however, not the real agreement but a mere order.

It took about five years for the Germans to mine the phosphate until the Japanese Navy came in - that was 9 November 1914. At this time the Germans had already exported about 300,000 tons of raw phosphate. The new Japanese force was

(f) Communication dated 7 March 1961 from eight members of the Saipan Legislature

PETITION TO THE UNITED NATIONS VISITING MISSION RELATIVE TO
RESPECTFULLY REQUESTING AND MEMORIALIZING THE UNITED NATIONS
AND THE UNITED STATES CONGRESS TO TAKE UNDER SERIOUS
CONSIDERATION THE FUTURE ANNEXATION OF THE SAIPAN DISTRICT
TO THE UNITED STATES AS A SEPARATE AND DISTINCT UNITED STATES
TERRITORY

BE IT PETITIONED BY THE FOLLOWING MEMBERS OF THE LEGISLATURE OF SAIPAN:

WHEREAS, the following petitioners represent a majority of the Thirteen Saipan Legislature in which this petition was submitted on behalf of the people of Saipan, Mariana Islands; and

WHEREAS, as a result of the conflict attendant upon the Second World War, the United Nations was born, which organization had as one of its primary purposes the self-government, and self-determination of the Trust Territory of the Pacific Islands and to that end instituted a Trusteeship Agreement to assure such self-determination to the people under their trust; and

WHEREAS, under Chapter XII, Article 76, sub-paragraph (b) of the Charter of the United Nations provides that one of the basic objectives of the Trusteeship System shall be: To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of each Trusteeship Agreement; and

WHEREAS, the Charter of the United Nations, Chapter XI, declaration regarding Non-Self-Governing Territories in the Article 73, sub-paragraph (b), provides in part as follows: "to develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each Territory and its peoples and their varying stages of advancement; and

WHEREAS, the United States of America, under the terms of the Agreement, has been designated as the Administering Authority of the Trust Territory of the Pacific Islands and has assumed the obligation for the government thereof, which

said obligations have been discharged and the people of Saipan, Mariana Islands have been well advanced politically, economically, educationally and socially; and

WHEREAS, the people of Saipan District have determined almost unanimously that they strongly desire to become a part of the United States and to be granted United States Citizenship, which said desire has been evidenced by the last plebiscite conducted on the 5th day of February 1961, an official copy of the results of which are attached^{1/} hereto and made a part of this petition; and

WHEREAS, the people of Saipan strongly desire that all of the islands inhabited or uninhabited of the Saipan District be a part of the United States of America in order to acquire national status and become either a possession or a territory upon determination by the United States that the inhabitants are ready, able, and willing to assume such responsibility; and

WHEREAS, if the Saipan District is annexed to the United States of America the inhabitants will advance even further politically, economically, educationally and socially and be assured of national status;

WHEREFORE IT IS RESPECTFULLY PETITIONED:

1. That the following members of the Thirteenth Saipan Legislature does hereby on behalf of the people of Saipan, Mariana Islands and in sympathy with the people of all the Saipan District including Rota Island respectfully request and petition the United Nations and the United States Congress to cause the Saipan District including Rota Island to be incorporated into the United States of America as a possession or as a separate territory of the United States including the granting of United States Citizenship.
2. That this petition do also serve as a sincere expression and deep gratitude of all the people of Saipan, Mariana Islands to the United States, the Administering Authority, for their protection and their keen interest in promoting the advancement of the people, which has made possible this petition.
3. That these copies of the petition be thereafter transmitted to his Excellency Carlos Salamanca Figuerca, Chairman of the United Nations Visiting Mission, to the President of the United States, to the President of the Senate, to the Speaker of the House of Representatives, to the Chairman of

the Committees on Interior and Insular Affairs, Senate and House, to the Secretary of the Interior, to the Secretary of the Navy, to the Chief of Naval Operations, to the Commander in Chief, U.S. Pacific Fleet, to the Commander Naval Forces Marianas, to the High Commissioner of the Trust Territory, to the Naval Administrator of the Saipan District, Chairman of the Tinian Congress and to the Chairman of Rota Congress.

Dated this 7th day of March 1961.

E.P. SABLAN

E.P. Sablan, Chairman
of the Governmental Operation

M.T. SABLAN

M.T. Sablan, Chairman
of the Rules Committee

J.L. CHONG

J.L. Chong, Chairman of the
Public Health and Welfare Committee

F. RUAK

F. Ruak, member of the
Education and Labor Committee

O.T. BORJA

O.T. Borja, Chairman of
the Judiciary Committee

B.R. KAIPAT

B.R. Kaipat, Chairman of the
Education and Labor Committee

V.D. SABLAN

V.D. Sablan, Chairman of the
Finance and Taxation Committee

FELIX RABaulIMAN

F. Rabauliman, Vice-Chairman of
the Education and Labor Committee

(g) Communication handed to the Mission at the public meeting in Tinian on
10 March 1961

OFFICIAL TABULATION OF PLEBISCITE HELD ON 5 FEBRUARY 1960 CONCERNING
FUTURE POLITICAL STRUCTURE OF TINIAN, MARIANA ISLANDS

A. Explanation of each box as follows:

Box No. 1 - Do you desire to become U.S. Citizen within the political
framework of Government of Guam (Unification with Guam).

Box No. 2 - Do you desire to become U.S. Citizen by becoming a separate
Territory of the United States (Annexation with U.S.A.).

Box No. 3 - Do you desire to remain in the same status as present.

Box No. 4 - Other wishes.

B. Total casted vote by people of Tinian, M.I.

<u>Vote for</u> <u>Box No. 1</u>	<u>Vote for</u> <u>Box No. 2</u>	<u>Vote for</u> <u>Box No. 3</u>	<u>Vote for</u> <u>Box No. 4</u>	<u>Vote</u> <u>Void</u>	<u>Total</u>
85	57	6	0	0	148

C. Certificate

We, the selected poll workers hereby certify that the above tabulation of plebiscite is true and correct.

(Illegible)
Poll Worker

Poll Worker

Justino Arriola
Policeman - Witness

(h) Communication dated 8 February 1961 from the Democratic Party of the Territory of Guam

8 February 1961

Honourable Carlos Salamanca Figueras
Ambassador from Bolivia
Chairman, United Nations Mission to
Trust Territory of the Pacific Islands
Agana, Guam, M.I.

Honourable Sirs

REINTEGRATION OF NORTHERN MARIANAS WITH GUAM

On 21 June 1898, Captain Henry Glass, U.S. Navy, in command of the USS CHARLESTON, steamed into Apra Harbor, Guam. The United States at that time, unbeknownst to Guam, was at war with Spain. Captain Glass took the Guam governor prisoner and sailed following day for Manila. Captain Glass had declared Guam for the United States. The rest of the Marianas were either unwittingly or deliberately ignored.

The Treaty of Paris, signed on 10 December 1898 ceded Guam only to the U.S. and the Northern Marianas was sold to Germany; in 1914 Japan got control of the Northern Marianas which lasted until World War II expiry at which time same were placed in trusteeship under the United Nations but administered by the U.S.

It is a historical mistake that the Marianas are today divided, i.e., Guam and Marianas islands other than Guam. The peoples of the Marianas (including Guam) have the same ethnic background, language, customs and the entire Marianas should be reintegrated for reasons which will be later covered in this paper.

The legal and moral qualifications for reintegration are contained in the following excerpts from the United Nations Charter:

CHAPTER XI (Declaration regarding Non-Self-Governing Territories, Article 73):

"Members of the United Nations which have or assume responsibilities for the administration of Territories whose people have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these Territories are paramount and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these Territories and, to this end:

- a. "....."
- b. "To develop self-government, to take due account of the political aspirations of the peoples and to assist them in the progressive development of their free political institutions according to the particular circumstances of each Territory and its people and their varying stages of advancement.

CHAPTER XII

Article 76 - The basic objectives of the Trusteeship System in accordance with the purposes of the United Nations laid down in the present Charter, shall be:

- (a) "....."
- (b) "To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories and their progressive development toward self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned and as may be provided by the terms of each Trusteeship Agreement.
- (c) "To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion and to encourage recognition of the interdependence of the peoples of the world."

Note: The underlining is the writer's.

/ e x x

The United States, in its assumption of responsibilities for the administration of the Trust Territory of the Pacific Islands, have complied fully with the United Nations precepts contained in above part excerpted CHAPTER XI and XII of the United Nations Charter and the Northern Marianas have:

- a. Attained political, economic, social and educational advancement to a degree warranting reintegration.
- b. Developed respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language or religion and recognition of the interdependence of the peoples of the world.
- c. Submitted a petition to the United Nations for reintegration and such petition was signed by a heavy majority of the peoples in the Northern Marianas. This petition was coursed to the United Nations through the Saipan Legislature which is situated in the seat of government for the Northern Marianas Saipan.
- d. Developed a full measure of self-government.

It is morally and legally not right that the peoples of the Marianas be divided. The people of the Northern Marianas are without identity, without citizenship, without a country.

The Guam Legislature has endorsed favourably Marianas reintegration in the full knowledge that such endorsement if and when realized would create additional financial burdens on the Territory of Guam. But such burdens, together with other pressing problems of implementation, are wholly and completely negated by the necessity (moral, legal and economic) of extending deserved recognition to the desires of the Northern Marianas people.

Some people fear that United Nations Communist Members will take exception to the reintegration action. But how can Communist nations who are Members of the United Nations oppose such reintegration when they adopted or accepted the governing rules contained in the quoted CHAPTERS XI and XII of the United Nations Charter?

My country, the United States, understandably does not want to be accused of exerting any pressure in the resolvment of reintegration; and my country has scrupulously avoided even the slightest participation. However, the U.S. has admirably fulfilled its obligations both to the United Nations and the peoples of the Northern Marianas.

Resulting reintegration action now rests with your good Commission's recommendations and subsequent United Nations and United States action.

This letter is for your guidance and consideration. The writer, for optimum co-ordination, sends a copy of this letter to each of the honourable members of your Commission.

We extend every good wish to the Commission for a successful visit.

Yours very faithfully,

DEMOCRATIC PARTY OF THE TERRITORY OF GUAM

(Signed) G.M. O'KEEFE
G.M. O'KEEFE
President

cc: Honourable Messrs. Maharajaskrishna Rasgotra, India
Jean L.M. Adriaenssen, Belgium
Geoffrey Caston, Great Britain

(i) Communications from the Thirteenth Saipan Legislature presented to the Mission at its meeting with the Legislature on 10 March 1961

(i) RESOLUTION NO. 13-4 RELATIVE TO EXPRESSION OF GRATITUDE BY THE PEOPLE OF SAIPAN TO THE UNITED NATIONS FOR ITS CONTINUOUS EFFORTS AND RECOGNITION OF THE BASIC PRINCIPLES FOR HUMAN RIGHTS AND FREEDOM

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, the United Nations in its efforts, working continuously for the purpose of maintaining and promoting the advancement of the people, and a firm order of freedom and justice; and

WHEREAS, the people of Saipan are cognizant of the firm support of the United Nations toward the less fortunate and under-developed countries of the world, has always been a fundamental element of our advantages toward better existence; and

WHEREAS, the United Nations designated the Government of the United States of America to administer the Trust Territory of the Pacific Islands and by this term the United States Navy as an Administering Authority plays her part and assumed obligations in accordance with the basic objectives laid down by the Trusteeship Agreement; now therefore be it

RESOLVED, that this resolution do serve as an expression of deep gratitude and appreciation to both the United Nations and the United States of America, by the people of Saipan for their effective and efficient fulfilments of their services in the interest of our people as rendered in the past and in the present; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission and the Administering Authority.

AYES: 12

NAYES: 0

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

- (ii) RESOLUTION NO. 13-5 RELATIVE TO MEMORIALIZING THE UNITED NATIONS VISITING MISSION TO INFORM THE THIRTEENTH SAIPAN LEGISLATURE THE STATUS OF THE ATTACHED RESOLUTIONS 1/ NO. 2, 3, 4 AND 5 ADOPTED BY THE ELEVENTH SAIPAN LEGISLATURE 1959 17TH SPECIAL SESSION

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, pursuant to previous resolutions as numbered above submitted before the United Nations Visiting Mission in the past; and

WHEREAS, the same has been repeatedly subject to inquisition by the people concerned as to the nature and such action which the United Nations Trusteeship Council may have taken; and

1/ For full texts of Resolutions No. 2 relating to scholarship and fellowship programmes, No. 3 relating to war damage claims, No. 4 requesting the transfer of certain items of tax revenue from District Account and No. 5 requesting an increase in the wage-scales in Saipan District, see Annex IV of the Report of the 1959 Visiting Mission (T/1484, pp. 36-37).

WHEREAS, since subject resolutions still pending for any possible action, whereby no information has ever been received; now therefore be it

RESOLVED, by the Thirteenth Saipan Legislature does hereby on behalf of the people of Saipan respectfully request and petition the United Nations Visiting Mission to advise the Thirteenth Saipan Legislature the nature and the present status of the resolutions in question; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission and the Administering Authority.

AYES: 10

NAYES: 0

ABSTAINED: 1

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

(iii) RESOLUTION NO. 13-6 RELATIVE TO REQUESTING THE UNITED NATIONS AND THE ADMINISTERING AUTHORITY TO PROVIDE AND AUTHORIZE THE PRESENCE OF AN ECONOMIC EXPERT AND A U.S. SUBSIDY, OR INDUSTRIAL ENTERPRISE INTO THE ISLAND OF SAIPAN FOR THE DEVELOPMENT OF THE ISLAND'S OVER-ALL ECONOMIC IMPROVEMENT

BE IT RESOLVED BY THE PEOPLE OF SAIPAN THROUGH THE THIRTEENTH SAIPAN LEGISLATURE:

WHEREAS, the basis of the present economic status in the Saipan District subsisting only on agriculture, fishing and employment by the military establishments; and

WHEREAS, cash derived from copra and the harvesting of trochus plus the limited amount of local manufactured items, is inadequate to provide the people in cash for additional food, everyday need, as well as for minor luxuries and other necessary imported items; and

WHEREAS, since the people are desirous for the re-establishment of industries such as sugar, fibre, and pineapple canning as well as the improvement of the copra industries and the development of fisheries; and

WHEREAS, the island potential resources can be developed into the desired economic benefits should land not in used as it now remaining to waste, can be cultivated to provide the people the means to sell and turn their production into cash; and

WHEREAS, it is also believed that the presence of an off-island expert on economics to foster and initiate on the improvement of the island economy, plus the introduction of a United States subsidy, or industrial enterprise would enable to restore and provide adequate means for normal standard living conditions of the people; and

WHEREAS, the people in the Saipan District considered the foregoing appeal if granted, as the only source in which the present status of the island economy can be instituted to subsist normally; therefore, be it

RESOLVED, by the people of Saipan through the Thirteenth Saipan Legislature to appeal before the United Nations Visiting Mission and the Administering Authority to render assistance, and to consider the foregoing as an urgent petition and that, an expert on economy be provided plus the authorization of United States subsidy, or industrial enterprise into the Saipan District as hereof fully defined; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations Visiting Mission, the Chief of Naval Operations, the Commander in Chief, U.S. Pacific Fleet, the Commander Naval Forces Marianas and the Naval Administrator, Saipan District.

AYES: 11

NAYES: 1

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

/...

(iv) RESOLUTION NO. 13-7 RELATIVE TO PRESENTING TO THE UNITED NATIONS
VISITING MISSION THE OFFICIAL TABULATION OF PLEBISCITE IN
CONNEXION WITH THE ISSUE ON THE REINTEGRATION OF THE MARIANA
ISLANDS

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE
PACIFIC ISLANDS:

WHEREAS, the Twelfth Saipan Legislature adopted a Resolution No. 7 requesting
and memorializing the United Nations to take under serious consideration for
future recommendation the reintegration of the Mariana Islands by incorporating
them within the framework of the Territory of Guam; and

WHEREAS, the said Resolution No. 7 stated that the Legislature recommended
that a plebiscite should be conducted among the people living in the Mariana
Islands for the purpose of allowing the inhabitants thereof to freely express
their desires and views on this issue; and

WHEREAS, pursuant to the recommendation, the Thirteenth Saipan Legislature
formed a select committee to confer with the Guam Legislature on the issue and to
inform the public of the same prior to conducting a plebiscite; and

WHEREAS, the select committee proceeded and discharged the assignment properly
and informed the public of the issues and the preparation of the plebiscite; and

WHEREAS, the plebiscite within the Municipality of Saipan was conducted
accordingly on 5 February 1961, and the returns of said plebiscite were officially
certified by the select committee as attached^{1/} herewith and made a part of this
resolution; now therefore be it

RESOLVED, that the Thirteenth Saipan Legislature, on behalf of the people of
Saipan, strongly endorse the plebiscite and respectfully memorialize the United
Nations Visiting Mission to implement and support the reintegration of Saipan
with Guam; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest
the adoption hereof and that copies of the same be thereafter transmitted to his
Excellency Carlos Salamanca Figueroa, Chairman of the United Nations Visiting
Mission, to the Commander in Chief, U.S. Pacific Fleet, to the Commander Naval

1/ Same as enclosure to Annex I (b).

Forces Marianas, to the High Commissioner of the Trust Territory of the Pacific Islands, to the Naval Administrator, Saipan District and to the Speaker of the Guam Legislature.

AYES: 6

NAYES: 0

ABSTAINED: 6

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

- (v) RESOLUTION NO. 13-8 RELATIVE TO REQUESTING THE UNITED NATIONS AND THE ADMINISTERING AUTHORITY FOR A VOCATIONAL HIGH SCHOOL TO BE ESTABLISHED IN THE SAIPAN DISTRICT TO ALLOW STUDENTS WHO MAY HAVE QUALIFIED AND INSPIRED TO BETTER EDUCATION AND TRADE

BE IT RESOLVED BY THE THIRTEENTH SAIPAN LEGISLATURE, TRUST TERRITORY OF THE PACIFIC ISLANDS:

WHEREAS, pursuant to stressing the need for rooting our educational system, and our pursuit to better our opportunities to improve the sense of responsibilities in the field of trade and education; and

WHEREAS, to facilitate the development of our advantages and knowledge in trade to meet the required level, in skill or professional labour; and

WHEREAS, the preparation for a better vocational high school to be established in the Saipan District is almost an indispensable nature; and

WHEREAS, such better vocational high school training if made possible, will not only eliminate the strain of students going abroad, but will also accommodate those who might not have the means to afford, or of those who might have other difficult circumstances to leave their homes; and

WHEREAS, to develop and produce the effectiveness of such a vocational high school would be in the interest and efforts of our local potential strength, and our ability to foster the means of financing whichever possible despite our budget limitations; now therefore be it

/...

RESOLVED, by the Thirteenth Saipan Legislature to endorse and seek the aid of the Administering Authority and the United Nations to assist and co-operate with the development of a public vocational high school; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the United Nations and the Administering Authority.

AYES: 7

NAYES: 6

ABSTAINED: 0

DULY AND REGULARLY ADOPTED this 3rd day of March 1961.

(Signed) JUAN B. BLANCO
Juan B. Blanco
Speaker

Attested:

(Signed) V.N. SANTOS
V.N. Santos
Legislative Secretary

(j) Communication dated 13 February 1961 from Mr. Morris Tulensru

KUSAIE'S PETITION CONCERNING "GOVERNMENT LANDS"

... That these lands be returned to their rightful owners.

1. Our former kings never sold or gave the high, uncultivated lands to any nation or outside peoples.
2. During the reigns of the 9th and 10th kings of Kusaie (then under the German flag) there was never any action taken or documents made which took any land away from its traditional owner.
3. During King John's reign (the 10th and last king) the Japanese appointed village chiefs. However, neither the king nor these chiefs were consulted when the Japanese drew a line limiting the land each individual could cultivate and thereby formed what was then (and is now) considered "Government lands". They gave no reason for this step, and they did not purchase these lands from their rightful owners.
4. These lands were taken with no remuneration, either in money or in any other means of exchange.

5. The Japanese made their arbitrary boundary around the island and called the land above this line "office property" - this they did in a secretive way, hence we feel it was illegal and could be considered stealing or bullying.

6. Under our new democratic system (under the United States and the United Nations) is it right that we should still be forced to relinquish this part of our land when in reality it was taken without our consent? The action which the Japanese took was made dictatorially. Why is the present administration following the Japanese pattern concerning these so-called "Government lands". It is recognized that during the Japanese occupation of the island there was some land purchased legally from individual Kusaie people. These lands we understand would revert into the hands of the Trust Territory government and not to their former Kusaie owners since they were bought with their consent. Let these lands purchased by the Japanese be the "Government lands". But let the uncultivated lands above a man's own property be considered his own as it formerly was in the early history of our island.

(Signed) MORRIS TULENSRU
Morris Tulensru

Elementary School Board member
Chairman Utwe Cattle Cooperative
former District Congressman

13 FEBRUARY 1961
Lelu, Kusaie
East Caroline Islands

(k) Communication dated 7 March 1961 from Mr. Gilbert Tulop

7 March 1961

From: Mr. Gilbert Tulop

To: The UN Mission

Subject: Mining of phosphate in relation to the people of Angaur

I'm grateful for your patience and interest you gave me during that one hour meeting of my problems concerning the ownership and other difficulties of the people of Angaur. I have explained my position to you, Mr. Chairman of the Mission and Mr. Choko and therefore, I don't think there is any need for introducing myself again. So, in this letter-like petition, which you recommended

/...

to state the three points I made, I will also attempt with my best knowledge to state what took place between different miners of different countries who came to Angaur since the Germans.

I do not know the exact month and the day but it was approximately in the year 1908 when the first German ship came to Angaur - and the name of the ship was Iartulan. I will say one thing here that the people of Angaur then were not very well acquainted with the white men. On the ship, however, there were two Germans named Winclaer (Winkler) and Hemt and their interpreter, Ouman. Four hours later they went around inquiring for the chief of the island. This was after the reconnaissance of the island. Since the chief was not a man but a woman, the Germans said they could not talk business with a woman and, therefore, demanded one man representing the chieftess and four others. The five men were taken aboard the ship and were told they were being taken to Koror. At Koror they were told that the German Government and a German phosphate mining company were going to phosphate on Angaur. They were then given 600 marks and five pieces of Palauan money (small glasslike beads). The five men then protested, saying they could not accept the money nor could they know why they were being brought to Koror because their chief was not there. The Germans, however, threatened them and made them take the money saying they would go ahead with the mining of the phosphate even though they protested.

One month later another ship arrived at Angaur and unloaded mining equipment, twelve Chinese labourers and one German. The people and the chieftess herself were very much disturbed since the five men who were taken to Koror had kept their mouths shut about the deal the Germans had made them agree to against their will. So, the chieftess and the people went aboard the ship to find out. The Chieftess could not face the Germans, because of their refusal since she was a woman, asked an Englishman, named James Jim, who then was living on Peliliu to come down to Angaur and interpret for her. The Germans told James Jim then that they have bought the rights to mine the phosphate.

To this the chieftess said she did not have the right as to the possession of the lands and so, she still said no to the mining of the island. The German officer, supervising the mining, said then that he would ask the German Government

on Koror. Four months later two German officials from Koror arrived with five native soldiers all armed. They brought out the chieftess and got the same five men they took to Koror and got the 600 marks and five Palauan money from them; and gave to the chieftess and told her of the, so they said, original agreement. The chieftess told them the 600 marks and the five Palauan money were not enough. She said she would agree if the Germans would give a certain percentage to the people who owned the lands being mined. At this point the Germans got very angry and told her she no longer was the ruler of the island. They made Ucherbelau, her son, the new ruler and sent him to Yap Island with James Jim. Since the chieftess was forced to resign, the Germans did what they pleased, cutting down the trees, adding new lands, and exploiting anything they saw fit to their purpose. The people then saw this and wanted to get rid of the Germans, but an older among them discouraged the attempt saying there was no use.

Six months later the chief returned with a German official and his interpreter, a native of Palau, arrived at Angaur. The German agent went to the mining office and announced to the workers, the natives, that he was there to pay them more money and to give the villages an additional 700 marks. Though the people refused to accept this they were forced to. The people then said to the agent they would like to make the deal more like business dealings. They prefer payment per ton in certain amount agreed on. To this the agent got furious and the people saw there was no alternative. Again they requested that the company mine but excluding the taro patches. The German ignored this and drew an arbitrary line as boundary from east to west cutting the whole island into two parts giving the Germans about two-thirds for their mining. (The maps showing this clearly is retained by the people of Angaur.) Thirty years was said to be the limit of the mining, but the people had to move away from the lands to be mined after fifteen years. The Germans were to help them move. The lands occupied by the people, the German agent explained, were subject to the Germans and the timbers were to be paid to the same people when felled. This was, however, not the real agreement but a mere order.

It took about five years for the Germans to mine the phosphate until the Japanese Navy came in - that was 9 November 1914. At this time the Germans had already exported about 300,000 tons of raw phosphate. The new Japanese force was

headed by Lieutenant Ongine. The people's hope was high because of the Germans' treatment. However, not very long the people found out the same treatment given the Germans. One month later the Sakamoto Mining Company arrived. The people's request to Mr. Ongine was of great disappointment. He told them that they had won the island and, therefore, they had the right; and if they kept on bothering them he threatened them with jailing them. The Sakamoto was a private enterprise under the supervision of the Japanese Navy. On 1 July 1920, Nanyo Cho took over the mining. In 1928 Mr. Joseph (Gulibert) Obak then working for the Nanyo cho Police Force approached Secretary Kodama with the question of royalties of the lands. Mr. Kodama told him that the mining was under the Nanyo cho and not a private company and, therefore, it was best for him and the people of Angaur to forget about the royalties of the lands. The Japanese went on and mined beyond the limit-line originally drawn by the Germans. Now, during both occupations we have tried hard to tell the wrongdoers that it was our island, and again and again we were forced to say without our consent it was not.

On 27 November 1936, the Nanyo cho turned the mining over to Nantaku (Nanyo Takushoku) Company, and this company continued operating until the invasion of the island on 8 August 1944. One year later, after World War II, once again our hope was ever greater because of the Americans showed far, far different treatments than the previous occupants.

However, when the Pamoroy Company after a short time starting the mining again and operating it under a contract made between the people of Angaur and the U.S. Navy Officers, during a long discussions and agreements stating that the island was owned by the people living on it themselves, the contract had been revoked. This was mainly because we did not have better knowledge and understanding of the English and our interpreters too were not as good as of present. The Japanese came in again after the Pamoroy Company and from then confusion again as to whether the island belongs to the people of Angaur or the U.S. Government (Civil Administration) arose again. Now, there are many questions in the mind of the people because practically all agreements and handling of matters concerning us and our lands and island are in the hands of the supervisory administration and its superiors I myself and the people of Angaur would not know. One example of this, which includes the three points you suggest I would put down

in writing is the land occupied by the U.S. Coast Guard station on Angaur was not awarded compensation; and I own a portion of it. The third point you wished me to put down is the land turned into an airstrip but without compensation. And the first point, which obviously has been discussed at length is whether Angaur belongs to the people who have been living on it for generations or to the Government.

I wish to thank you for considering the matters I talked with you privately and also for others I have discussed here; and I have a great feeling and trust that you will see to it that these points are being considered and acted upon. In short, to return the ownership of the island - Angaur - back to the people of Angaur.

Truly,

(Signed) G. TULOP
Gilbert Tulop

- P.S. 1. 600 marks and 5 pieces of Palauan money were used to pay for phosphate, not whole island.
2. Unfair to use the Palauan money since it was confiscated for superstitious purposes.

(1) Communication dated 9 March 1961 from the Carolinian Community

9 March 1961

From: The Carolinian Community

To: U.N. Visiting Mission

Subj: Fishing Industry for the Saipan District; establishing of

Before the War an extensive and profitable fishing industry in the Saipan District had developed. We certainly hope that the Administering Authority should make every effort to revive this industry. One of our difficulties standing in the way of such project, is that while the Japanese and Okinawans are expert at catching Bonita and Tuna the people of Saipan are not. It is therefore suggested that it might be feasible to admit Okinawan experts into the Saipan District as instructors for our fishermen. We have the will and manpower but we lack the experience and capital.

We fervently request the Visiting Mission to recommend to the Administering Authority to initiate such a project and turn the same over to local commercial enterprise or interested citizens of the Trust Territory, Saipan District, as soon as it demonstrates it is ready and able to handle all aspects of such a venture.

(Signed) E.P. SABLAN
Represented by: Elias P. Sablan

Undersigned by-

150 Carolinian and
Chamorros fishermen

(m) Communication handed to the Mission during its meeting with the Chiefs of Ulithi on 28 February 1961

The people of Ulithi would like to express their appreciation for the help the Trust Territory has given them in the wake of the recent typhoon. However, many problems still exist. In order to help the T.T. become more familiar with these problems, King Malefish with the aid of his chiefs has listed a few of the more critical problems and the suggested solutions. They are as follows:

MEDICAL: The medical supplies are near exhausted, the normal supply from the T.T. does not last more than a month or so. It is felt that an increase in the medical supplies and delivery as soon as possible would eliminate this problem.

FOOD: The recent food sent by the T.T. has been a tremendous help, in fact the situation would have been impossible without it. The need for such supplies still exists and will continue to exist for the next two years or so, at that time the local crops should be large enough to support the population of the atoll.

MATERIALS: Materials and tools are at a premium since the typhoon. The villages could be cleaned up faster, houses rebuilt quicker and the housing shortage situation elevated sooner if a supply of building materials such as 2x4 lumber, sheets of plywood and tin and odds and ends such as nails and tools could be sent in by the T.T. Without such materials, rehabilitation will take two to three times as long.

SCHOOL: The need for a new school house and dispensary is critical. The plans for a new concrete combination building expressed by the T.T. are encouraging and expeditions of this project would alleviate the problem and be greatly appreciated.

(n) Communication handed to the Mission on 24 February 1961 by Mr. Riken Niwin

REQUESTS TO THE U.N.

THE FOLLOWING FOUR PERSONS DIED DURING THEIR ACTIVING WORKING FOR THE JAPANESE IN THE SEA OF DUBLON AT NIGHT, IN THE YEAR 1942.

1. Kantus Ungung
2. Taro Nukas
3. Otochiuo Arthur
4. Kachuo Eipuech

This other man also died during the war due to the American bombing plane.

1. Ungung Nuppai

The relatives of the above persons are requesting the U.N. Mission to help in asking the U.N. as a whole to remember to help the relatives of the dead person to give a means of comfort in order that they should be comforted. By this I mean the people who ever take responsibility to pay the amount necessary for the above persons.

I Riken Niwin Chief of the Island of these persons put in the requests of the dead persons. Please help in what has been a crying problem to us.

(Signed) RIKEN NIWIN

ANNEX II

RESOLUTIONS OF THE GUAM LEGISLATURE

(a)

FOURTH GUAM LEGISLATURE

1958 (SECOND) Regular Session

Resolution No. 367

Introduced by J.T. Sablan

Relative to requesting Congress of the United States to cause the political reintegration of the Marianas Islands by incorporating the islands of the northern Marianas within the governmental framework of the territory of Guam

BE IT RESOLVED BY THE LEGISLATURE OF THE TERRITORY OF GUAM:

WHEREAS, the indigenous inhabitants of the Marianas Islands are all of one race, known as Chamorros, having a common language, religion, social customs and traditions and, until the end of the Spanish-American War, a common history; and

WHEREAS, as a result of this war, the island of Guam, the capital and seat of government of the Marianas Islands, was politically separated from the remainder of their sister islands, becoming a possession of the United States, and the remaining islands, being of no further use to Spain since their capital and largest population centre had been severed, were shortly thereafter sold to Imperial Germany, which sale demonstrates forcefully the fact that in the minds of the Spanish rulers of the Marianas all of the islands were interdependent; and

WHEREAS, the separation of Guam from the other islands inhabited by its kinsmen resulted in over half a century of anxiety and uncertainty regarding the fate of fellow Chamorros whose history since that date has been a tragic one of shifting allegiance from flag to flag, until their liberation from the Japanese in 1944, which separation has meant hardship and tragedy for those with close relatives on the other islands and which separation to this date continues; and

WHEREAS, this rupture of the Marianas Islands has always been believed by the older inhabitants of Guam to have been the result only of an oversight on the part of the United States which did not realize at the time of the signing of the

Treaty of Paris how essential the other islands of the Marianas were to the future stability and economy of Guam; and

WHEREAS, despite this unfortunate and perhaps accidental division of one race, the people of the Marianas have never lost hope that a day would come when all the Chamorros once again will be reunited within a homogeneous political and economic union under one governmental administration; and

WHEREAS, due to the matchless power of the Armed Forces of the Allied Nations, Guam and the other Marianas Islands were liberated from their common oppressor with the result that all of these islands were placed under the control of the United States, thereby assuring to the Chamorro race the priceless opportunity for self-government of their choosing within the American framework; and

WHEREAS, as a result of the conflict attendant upon the Second World War, the United Nations was born, which organization had as one of its primary purposes the self-government, and self-determination of all the peoples of the world, and to that end instituted a trusteeship arrangement whereby Great Powers undertook to assure such self-determination to peoples under their trust, the purposes of which trust are set forth in Article 76 of the United Nations Charter:

"Article 76. The basic objectives of the Trusteeship System, in accordance with the purposes of the United Nations laid down in Article 1 of the present Charter, shall be:

- a. to further international peace and security;
- b. to promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each Territory and its peoples and the freely expressed wishes of the peoples concerned, and as may be provided by the terms of such Trusteeship Agreement;
- c. to encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the interdependence of the peoples of the world; and
- d. to ensure equal treatment in social, economic and commercial matters for all members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objective and subject to the provisions of Article 80;"

WHEREAS, the United States was given the trusteeship of these northern Marianas Islands as part of its responsibilities in the Pacific as a Great Power and as recognition of its decisive role in the liberation of such islands; and

WHEREAS, the Trusteeship Agreement entered into by the United States with the United Nations contains within it the following Article 9:

"ARTICLE 9

The Administering Authority shall be entitled to constitute the Trust Territory into a customs, fiscal, or administrative union or federation with other territories under United States jurisdiction and to establish common services between such territories and the Trust Territory where such measures are not inconsistent with the basic objectives of the International Trusteeship System and with the terms of this Agreement;"

which Article indicates that the northern Marianas may be instituted into the Territory of Guam as part of an administrative union or federation, since such a measure would not be inconsistent with the basic objectives of the Trusteeship System but would indeed be the culmination of the desires of the inhabitants of all the Marianas; and

WHEREAS, this Legislature has received from time to time letters and communications from various residents and leaders of the Island of Saipan, the largest and most populated isle in the Marianas other than Guam, which have stated unequivocally the desires of the people of Saipan to be reunited with their kinsmen of Guam; and

WHEREAS, a favourable response to this resolution and the resulting reunion of the Chamorro race would clearly demonstrate to the rest of the world the good faith and high moral purpose of the United States and the manifest advantages of the American system of government, since after less than fifteen years of only the most rudimentary type of American government the people of the northern Marianas desire nothing more than closer integration with the United States and greater self-government within the framework of the American Territory of Guam, thereby destroying the myth of American colonialism and fortifying the traditional American concept of self-determination for all races and peoples; and

WHEREAS, the benefits of such a reunification of the Marianas, aside from the spiritual and moral uplift to be derived therefrom, would also mean a more

viable economy for both Guam and the other islands, with the increased trade and travel meaning more prosperity for all and enabling Guam to become less dependent on a military economy; and

WHEREAS, this aspiration that all the people of the Marianas be reunited within the framework of the American system of free and representative government is a hope that can be shared by freedom-loving people all over the world, since the underlying desire is to permit the government of the Marianas Islands to be "of the people, by the people, and for the people"; now therefore be

RESOLVED, that the Fourth Guam Legislature does hereby on behalf of the people of Guam and in sympathy with the people of all the Marianas Islands respectfully request and petition the Congress of the United States to cause the northern Marianas Islands to be incorporated within the framework of the Territory of Guam; and be it further

RESOLVED, that this resolution do also serve as expressing the deep gratitude and appreciation of all the people of the Marianas to the United States and to its Armed Forces for their strength and power which delivered the Islands from the oppressor and have made it possible for this resolution to be entertained, since the eventual reunification of the Marianas is a goal that can be reached and is desired to be reached only under the American flag; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the President of the United States, to the President of the Senate, to the Speaker of the House of Representatives, to the Chairmen of the Committees on Interior and Insular Affairs, Senate and House, to the Secretary of the Interior, to the Secretary of Defense, to Commander Naval Forces Marianas, to the Chairman of the Saipan Congress, and to the Governor of Guam.

(b)

FIFTH GUAM LEGISLATURE

1959 (FIRST) Regular Session

Resolution No. 27

Substitute resolution by
Committee on Rules

Relative to reiterating, confirming and otherwise ratifying the contents and purposes of Resolution No. 367, Fourth Guam Legislature, pertaining to the political reintegration of the Marianas Islands by incorporating the same within the framework of the government of the territory of Guam

BE IT RESOLVED BY THE LEGISLATURE OF THE TERRITORY OF GUAM:

WHEREAS, the Fourth Guam Legislature on the 8th day of July, 1958, adopted a resolution designated as Resolution No. 367 which resolution petitioned and requested the United States Congress to incorporate the Marianas Islands into the political framework of the government of the territory of Guam, which resolution is attached hereto, marked Exhibit "A", and made a part hereof; and

WHEREAS, subsequent to the adoption of said Resolution No. 367, a very favourable response and comment was received by the members of the Fourth Guam Legislature as well as the present Guam Legislature; and

WHEREAS, the same, if not more, reasons exist for the political reintegration of the Marianas; now therefore be it

RESOLVED, that this, the Fifth Guam Legislature, does hereby on behalf of the people of Guam, reiterate, confirm, and ratify the contents and purposes of Resolution No. 367, Fourth Guam Legislature, which resolution is attached hereto as Exhibit "A"; and be it further

RESOLVED, that the Fifth Guam Legislature does hereby, on behalf of the people of Guam, again respectfully request and petition the Congress of the United States to cause the northern Marianas Islands to be incorporated within the framework of the government of the territory of Guam; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the President of the United States, to the President of the Senate, to the Speaker of

the House of Representatives, to the Chairmen of the Committees on Interior and Insular Affairs, Senate and House, to the Secretary of the Interior, to the Secretary of Defense, to Commander Naval Forces Marianas, to the Speaker of the Saipan Legislature, to the Chairman of the Tinian Congress, to the Chairman of the Council of Rota, and to the Governor of Guam.

(c)

SIXTH GUAM LEGISLATURE

1961 (FIRST) Regular Session

Resolution No. 74

Introduced by J.T. Sablan

Relative to creating a select committee of this Legislature to bring to the attention of the people of Guam the possibility of the reunification of the Marianas Islands

BE IT RESOLVED BY THE LEGISLATURE OF THE TERRITORY OF GUAM:

WHEREAS, over the last few years, and especially following the activities of the Fourth and Fifth Guam Legislatures, there has developed a strong interest in the possibility of reuniting all the Marianas Islands under one governmental entity, that of the territory of Guam; and

WHEREAS, the viewpoint of the people of the Marianas has to some extent been expressed in petitions adopted by the Saipan Legislature, as well as resolutions adopted by the Guam Legislature, asking that Congress and the United Nations take whatever steps are necessary to unify the Marianas Islands, but it is not yet certain that such viewpoints express the views of an overwhelming majority of the people of the Marianas Islands; and

WHEREAS, if the people of the Northern Marianas truly desire reunification, they should first be assured that the people of Guam support such ambition and welcome reunification; and

WHEREAS, arguments have been raised both in favour of and opposed to reunification, the arguments in favour being mainly that it will reunite a people already racially, culturally, and historically united and will enhance the economy of the entire chain of islands, and the arguments against primarily that

the nascent economy of Saipan and Tinian might be dislocated and the people of the Northern Marianas might well lose their political autonomy to the larger population of Guam, all of which leads to the conclusion that the problems inherent in unification must be clearly explained to the people of Guam so that a clear expression, one way or the other, may be made of their true desires on the subject of reintegration; now therefore be it

RESOLVED, that a select committee of this Legislature is hereby created to be known as the "Select Committee on the Reunification of the Marianas Islands" which shall have as its duty the thorough study of the problems of reunification and the explanation of such problems to the people of Guam so that a clear expression of the opinion of the people of Guam on reunification may thereafter be manifested; and be it further

RESOLVED, that the Select Committee shall have all the powers given Standing Committees of the Legislature by virtue of the provisions of Section 12 of Rule XII of the Standing Rules, and shall make a report to the Legislature of its efforts not later than the tenth legislative day of the Second portion of the First Regular Session of this Legislature; and be it further

RESOLVED, that the Speaker certify to and the Legislative Secretary attest the adoption hereof and that copies of the same be thereafter transmitted to the Speaker of the Saipan Legislature, to the Mayor of Saipan, and to the Governor of Guam.

ANNEX III

Documents concerning the future of the
Trust Territory

- (a) Address delivered by the Naval Administrator of Saipan to the Saipan Legislature on 29 September 1960 and further elaboration of the points made in the address

I am extremely pleased to be with this special session of the Thirteenth Saipan Legislature to discuss the future of the Saipan District. I doubt if any of you legislature place any more emphasis on this special session and its purpose than I do. This is a very important meeting to you and all Saipanese people and what you do here tonight could well have far reaching affect on the Saipanese people and your current administration.

I would like each legislator to keep in mind that this special session may well embark on a program that will affect in some degree or other the lives of all the Micronesians. It is of paramount importance that we think seriously about the statements we make here to say nothing of decisions you develop here.

Throughout the world today, people are changing their ways of life and their forms of government. The Saipan District is changing also. Possibly other Districts such as Rota and Yap are changing. I sincerely hope that when this District makes final changes or and other District in the Trust Territory, that the people will be ready for it. Many countries in the world today have undergone such a rapid or radical change that the leaders and the people have not been able to be prepared to meet all the consequences. Some of the new countries, as a direct result are facing serious difficulties.

Now what is the future of the Saipan District to be? At this time, I do not think any of us can be certain. I doubt if sufficient thought has been given to the problem by any group or individual to be certain at this time.

Let's take a look at just some of the courses which might be followed in the future.

1. Will the Trust Territory become a completely independent self-governing country operating solely within its own ability?

2. Will the Trust Territory become a self-governing unit, responsible for its own administration and political affairs, but still dependent upon some other power for help with respect to its economy and financial support?
3. Will the Trust Territory become a territory of some other power with a large measure of self-government but being affiliated with a larger country?
4. Will the Trust Territory join or become affiliated with some existing Territory, such as Guam, and merge or blend its administrative and governmental problems with the territory it may join?
5. Will the Trust Territory retain the present form of seven districts in the future or will it form new combinations of local district areas?

These are but a few of the possibilities. Irrefutably there are other courses, however, I sincerely believe there is a better than even chances that one of these courses may occur.

Thus far I have considered the over-all Trust Territory. Now let's look at the question of the future of the Saipan District. In a matter of only a few months, possibly in February 1961, there will be another United Nations Visiting Mission coming to Saipan. The mission members will be searching for attitudes of the people on the future of the Saipan District and possibly the other Districts in the Trust Territory. They will not make decisions on the Saipan District will be but their recommendations to the United Nations will be based in large measure on what they learn while they are here.

Now let me review with you our responsibility, that is myself and my staff's responsibility, in administering this District. We have the extremely difficult task of developing self-government or independence in an area where in the past there has been a minimum amount of self-identity. Our task is to cause a maximum amount of identity and mutual interest among the people throughout the District. Great change has taken place in this regard but more is needed.

The U.N. Agreement states that the development of self-government or independence must be in accordance with the freely expressed wishes of the people concerned. This aspect must always be the guiding light in our attempt to develop the Saipan District into a self-governing or independent entity.

It is our responsibility to encourage respect for human rights and fundamental freedoms for all without distinction as to race, sex, language or religion. We must engender and encourage human rights and fundamental freedom for all.

We must see that this District plays its part in the Trust Territory in the Maintenance of international peace and security. We cannot sit out here and gain the benefits of international peace and security without playing function comes from the United Nations Agreement signed by the United Nations, the President of the United States, and the U.S. Congress.

Elaboration by the Naval Administrator

Question No. 1. Will the Trust Territory of the Pacific Islands become a completely independent self-governing country operating solely within its own ability?

What I am asking you to answer to yourself and obtain answers from the Saipanese people is "Do you as a racial people believe that one day you can go into an independent self-sufficient, self-governing, self-sustaining nation among the comparative nations of the world? Could you, in other word, become analogous to the United States or France, or England or any other nation?

Question No. 2. Which I feel you must seek out in your own heart and from among your own people is this: "Will the Trust Territory of the Pacific Islands become a self-governing unit responsible for its own administrative and political affairs but still dependent upon some other power for help with respect to its economy and financial support? What I am asking you to search in your soul and in your mind and from among your people is to determine whether or not you can become politically independent and whether or not you can become politically independent and whether or not administer your own government if you were an integral part of another major power with this major power subsidizing for an undetermined period of time your economic and financial support. In other word, could you become a territory much the same as Samoa, for example, which handles its own administrative responsibility and handles its own political affairs, but requires economic and financial support from the United States. Samoa is capable of running its own administrative responsibilities - or assuming its own

administrative responsibility. Politically they are capable of standing among world power, but they lack the resources and the facility with which they dearly need to be entirely independent so the United States Government assist them financially and economically.

Question No. 3. That I brought to you for consideration is, "Will the Trust Territory of the Pacific Islands become a territory of some other power with a large measure of self-government but being affiliated with a larger country. By this I am saying, "Do you want to be under some other nation? Do you want to be under a specific nation? Do you want from under the United Nations. And if you do, what Nation do you want to be under as a limited self-governing people." By limited, I mean, I'm sure that one day you will be able to handle your internal and external administrative affairs. I believe one day you will probably be able to handle your political affairs, internal and external. I do believe that there's going to be a number of years before you can say you're economically independent. Most of all knowing that you are progressing, do you want out from under the United Nations? If you want out from under the United Nations, where do you want to go? Do you want to go under Russia, Japan, India, United States? If you think that you're of a non-self-governing people under the United Nations are at liberty to say.

Question No. 4. I put to you for consideration, "Will the Trust Territory join or become affiliated with some existing territory, such as Guam, and merge or blend its administrative and governmental problems with the territory it may join? What I am asking you to consider is do you really want to be affiliated with another territory and have your problem and their problem comingle and still be not self-governing. If you were to join Guam and the Organic Act of '52 The Governor is appointed from the United States Government. It has certain power, and privileges. Its hope maybe one day to become the 51st States in the United States. Maybe this is what you want, maybe this isn't what you want. Maybe you would rather be linked up with another territory. I am asking you to determine for your self where you want to have your problem comingle with another territory who has unanswered problems or do you want to pursue another course and that is to become self-governing. Do you hope one day to become an independent nation or do you feel the point of issue is linking up with another territory? This might be what you want.

/...

Question No. 5. That I put to you for consideration is "Will the Trust Territory of the Pacific Islands retain the present form of seven district in the future or will it form new combinations of local district areas? You might want to suggest to the United Nations regrouping of the island groups into maybe into two or three districts which would give you numerical strength. Let me be specific with you. Let us assume that you could feel that to make a major move in the world of today you need more than Saipan, Tinian, and the Northern Islands. You have friends and relatives in Rota, in Yap, and in the Carolines. Maybe you want to suggest to the United Nations that the Saipan District, and Koror District and the Rota District become one district to give you more numerical strength. Maybe you want to coral in one district all of you who are ethnologically and linguistically related so that as a people, as a segment of people and as a larger piece of real estate you could make overture to the United Nations for them some larger path. Maybe you would like to suggest to the United Nations that the Ponape, Yap, Saipan, and Rota District become merged as one district. But if you go on to that move you cannot function on the basis of small municipal government. You would then have to have a governing legislative body over the top of your municipal body. If this legislative group and let's say the Tinian Congress don't make a like pitch to the United Nations Visiting Mission they are going to look at the Northern Mariana Islands and say "well they are not together themselves yet". I sincerely like to suggest to you, gentlemen, that you seriously consider a joint session with the Municipality or the congress group of Tinian so that you as people of the Saipan District or Saipanese people will be making a unified front to the Visiting Mission and not show them a divided harmony or a divided municipality. Because if you do with Saipan and Tinian this close, the measure of success of this legislature will not have impact that you want to have. Much the same statement could be made to the Rotanese. There are a number of municipality in the Trust Territory, there are a number of people on tiny island that are not chartered municipal group and in a true sense we have them right here in the Saipan District and they are horribly represented except for relationship here tonight. Do we have a representative from Anatahan? Pagan? Gentlemen, we have the municipality here. Tinian has a municipality, and we have five islands occupied to the north. Can we say we are together? Can we become a self-governing

group? Can we become entirely independent politically, economically, socially and educationally? Do you want out from under the wing of the United Nations? Do you want under some other government. Do you want to tell the United Nations that you're ready for internal administration, and handle your own political affairs? These are questions I pose to you for consideration before you draw a policy for the Visiting Mission.

(b) Opening remarks made by the High Commissioner at the Fifth Conference of the Inter-District Advisory Committee on August 22, 1960.

I am extremely pleased to open the Fifth Inter-District Conference. I doubt if any of the delegates place as much emphasis on this meeting as we do here at Headquarters. It is a very important meeting to us and planning and thinking about it is carried on for many months in advance of the meeting.

I would like the delegates to keep in mind that this meeting will affect in some degree or other the lives of all the Micronesians. We are meeting in order that we may discuss the things which should be done in the Territory. It is important that we think seriously about the statements we make here.

Throughout the world today, people are changing their ways of life and their forms of government. Micronesia is changing also. I hope that when the final change comes to our Territory, the people will be ready for it. Many countries in the world today have undergone such a rapid change that the leaders and the people have not been able to be prepared to meet all the consequences. Some of the new countries, as a result, are facing serious difficulties.

Now what is the future of the Trust Territory of the Pacific to be? At this time, I do not think any of us can be certain. I doubt if sufficient thought has been given to the problem by any group or individuals to be certain at this time. I want though to list a few courses which might be followed in the future.

1. Will Micronesia become a completely independent country operating solely within its own ability?
2. Will Micronesia become a self-governing unit, responsible for its own administrative and political affairs but still dependent upon some other power for help with respect to its economy and financial support?

3. Will Micronesia become a territory of some other power, with a large measure of self-government but being affiliated with a larger country?

4. Will Micronesia join or become affiliated with some existing Territory, such as Guam, and merge or blend its administrative and governmental problems with the territory it may join?

5. Will Micronesia retain the present form of seven major districts in the future or will it form new combinations of local district areas?

Of course, there are other possibilities but I mention those above since they seem to me to have the greatest possibility of occurring.

The question of the future of the Trust Territory is discussed every year when I report to the United Nations Trusteeship Council. Early this spring, possibly in early February, there will be another United Nations Visiting Mission coming to the Territory. The Mission members will be seeking attitudes of the people on the future of the Trust Territory. They will not make a decision on what the future of the Trust Territory will be but their recommendations to the United Nations Trusteeship Council will be based in large measure on what they learn while they are here.

Now I would like to review our responsibility, that is the district and headquarters' staff responsibility, in administering the Territory. We have the extremely difficult task of developing self-government or independence in an area where in the past there has been a minimum amount of self-identity. Our task is to cause a maximum amount of identity and mutual interest among the people of all the districts. Great change has taken place in this regard but more is needed.

The United Nations Agreement states that the development of self-government or independence must be in accordance with the freely expressed wishes of the people concerned. This aspect must always be the guiding light in our attempt to develop Micronesia into a self-governing or independent entity.

It is our responsibility to encourage respect for human rights and fundamental freedoms for all without distinction as to race, sex, language or religion. We must engender and encourage human rights and fundamental freedom for all.

We are responsible for seeing that the Trust Territory plays its part in the maintenance of international peace and security. We cannot sit out here and gain

the benefits of international peace and security without playing our part. This aspect of playing our part in this important function comes from the United Nations Agreement signed by the United Nations, the President of the United States and the U.S. Congress.

- (c) Memorandum dated 1 February 1961 circulated for general information by the District Administrator of Marshalls.

During the past week several people have come to my office asking about the forthcoming U.N. visit and whether the mission purposes to ask three questions, namely:

- (a) Would the Micronesians be willing to govern themselves?
- (b) Would the Micronesians be willing to have another nation as administering authority?
- (c) Would the Micronesians be willing to have complete independence?

By this memorandum, I wish to inform the people, that the U.N. does not propose to ask questions as those given as examples above. What the U.N. may ask, and it is not certain that they will, is what do the people of this area want in the way of future development.

Any person can express, and should, whatever he feels is right in his own opinion and considers best for the people of this area. The U.N. is only interested in an expression of opinion on the part of the people. No immediate change or drastic action will result from this expression of opinion; however, the people's voice will help in determining the direction of future development for the Trust Territory.

If any person or group is still unclear as to this matter, they are welcome to come to my office and discuss their questions with me.

- (d) Summary of remarks made by the Assistant District Administrator of Ponape at the meeting of the Municipal Officials of Ponape District, held on 5 January 1961.

According to the tentative schedule of the itinerary of the mission, Ponape was to be visited first. They will arrive on the 8th of February and spend a week in the district. During the week's stay, the mission will make a field trip to

Kusaie, visit Nan Madol, have a reception with local officials, and hold hearings with the citizens. Their visit will be concerned largely with the political development of the islands; therefore, the municipal officials are expected to be familiar with their charters in case the mission ask them about it. A question such as, "What have you been thinking about the future of the Trust Territory as an independent country?" may be asked by the mission. As the elected representatives of the people the officials should distinguish the people's opinion clearly from their own when they are asked to comment on an issue like this. The officials have the duty to express the opinion of their people and they have the right to express their own opinion.

The following points about the future of the Trust Territory which are said all over the Territory were stressed by the Acting Distad:

1. That the Trust Territory will be an independent country and the sooner the Americans leave the better.
2. That the Trust Territory will get independence but is not ready yet.
3. That the Trust Territory will not be an independent country but it will join some other power and be part of it.

The Acting Distad advised the officials that if they were to be asked by the Mission on the future of the Trust Territory they should express what and why they feel and experience so and not what they heard.

(e) Questions discussed by the Yap Islands Congress and the answers of the Congress. (This document was handed to the Mission at its meeting with the Congress on 1 March 1961)

1. Do we think we are ready to govern ourself without help?

"No."

Reasons: A. Limited amount of natural resources.

B. Small number of trained Yapese.

C. Time has not permitted us to shift sufficiently from our traditional way of life to a new way of life as to enable us to cope adequately with a sudden transformation in form of government.

2. Do we want to continue under present kind of trusteeship?

"Yes."

Reasons: A. The answer is affirmative provided the present administration continues its policy of educating and training Yapese. We believe this will result gradually in our becoming more productive citizens, and, in time, enable us to assume fully the duties and responsibilities of our economic, political, social, and educational system.

B. If we are placed under trusteeship of another U.N. member country, the whole course of our development may be delayed because of necessary adjustments to be made. It may mean our beginning from the bottom in various aspects of our lives.

3. Do we want to become a territory or part of the U.S. like Guam?

"No."

Reasons: A. We wish to continue with the pattern of gradual development toward the objectives of self-government, with the advice and assistance of the U.S. or other power in matters relating to economic and financial support.

B. The U.S. may take very little commercial interest in our tiny islands.

4. Do we want to come under some other countries rather than the U.S., or become a part of Guam which belongs to the U.S.?

"No."

Reasons: A. See 2.B.

B. The Yapese and Guamanians may not prove to be compatible under a single government owing to differences in their traditional ways of life.

5. Do we retain the present form of seven major districts in the future, or will we form a new combination of local district areas?

"Yes."

Reasons: A. Yap desires to retain the present system of seven major districts for another 20 years or more until these are enough young trained Yapese capable of assuming positions of responsibility. When such a time comes, Yap will have no objections to affiliating with the other six districts to form a single government.

B. Yapese believe that changes, brought about gradually, will bring them a good and promising future. They do not appreciate rushing changes in their traditional culture, such as is being done in some of the other districts.

6. Do we like the Administration's present policies?

"Yes."

Reasons: See 2.B.

ANNEX IV

Information on copra production in the Marshalls District

TRUST TERRITORY OF THE PACIFIC ISLANDS
Office of the District Administrator
Majuro District

February 20, 1961

Mr. M.E. Chacko
United Nations Visiting Mission
Majuro, Marshall Islands

Dear Mr. Chacko:

This letter is in reference to your request of 19 February 1961, on the following listed questions:

1. Price of copra per sack (average)?
2. Number of sacks per ton of copra?
3. How many nuts make one sack of copra?
4. Average yield (in nuts) per acre from Marshallese land per annum?
5. Normal wastage of nuts per acre in picking, processing, etc.?

Each question will be answered separately and a short explanation on each one.

1. Price of copra per sack (average)?

The average price of copra in this instance is based on \$100.00 per ton paid in the field by the Trading Companies to the producer. The price per pound is \$.05 or \$5.17 per sack of copra; if each sack weighs 105 pounds, 1.5 pounds is bag weight, therefore, the actual weight of the copra runs at 103.5 pounds per sack. The Trading Companies pay the producer for the entire 103.5 pounds.

2. Number of sacks per ton of copra?

There are 20 bags per ton (2,000 pounds per ton) of copra. Although each bag weighs 105 pounds the additional 5 pounds covers the weight of the bag and shrinkage in copra weight.

3. How many nuts make one sack of copra?

There are usually 250 to 300 nuts per sack of copra. This varies in the different atolls.

4. Average yield (in nuts) per acre from Marshallese land per annum?
The average yield per acre runs about 1,200 nuts per acre.
5. Normal wastage of nuts per acre in picking, processing, etc.?
The normal wastage runs about 94 per cent on each nut. This would include the husk, shell and in drying water loss. The average nut after drying would run approximately 4 ounces.

(Signed) William E. Finale

Memorandum

March 3, 1961

To: Staff Anthropologist
From: District Administrator
Subject: Copra production as against acreage in the Marshalls

This is being written at the request of Mr. Chacko, member of the U.N. Visiting Mission. It is with reference to a letter of February 20, 1961, addressed to Mr. Chacko by Distad Marshalls. A copy of this letter is attached to this memorandum.

In the talks with the Marshallese people they claim that each acre produces 9,000 nuts a year which is used for copra. Our figures show approximately 1,200 nuts per year which is used for the production of copra. It was therefore pointed out that there are 38,000 acres of private land shown in the Marshalls. We will then take 50 per cent of this figure or 19,000 acres of land that coconuts grow on for use in copra. We could even take 1/4 of 38,000 or 9,500 acres. If the Marshallese produce 9,000 coconuts per acre then this would total 85,500,000 nuts per year. It is estimated that 4,500 to 5,000 nuts make one ton of copra. Taking the larger figure of 5,000 divided into 85,500,000 we arrive at the figure of 17,100. This would then mean that the Marshalls should be producing 17,100 tons of copra a year, instead it is only producing 5,057 tons.

The total agriculture productive land is 30,000 acres. This then would mean that at their present production figure they are only producing approximately 350 pounds of copra per acre or approximately 1200 nuts per acre.

The Agriculture Department is presently conducting an experiment on production figures. This should be ready by the end of March and will be forwarded to you at that time.

J.B. Mackenzie
for District Administrator

cc: Mr. Chacko
Dir. Agriculture and Fisheries

ANNEX V

2020 (XXVI). Terms of reference of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1961

The Trusteeship Council,

Having decided to dispatch a separate regular visiting mission to the Trust Territory of the Pacific Islands in 1961 in order to permit a closer study of developments in that Territory,

Having decided that the Visiting Mission should be composed of Mr. Carlos Salamanca (Bolivia) as Chairman, Miss Marthe Tenzer (Belgium)^{1/}, Mr. Mahara-jakrishna Rasgotra (India) and Mr. Geoffrey Caston (United Kingdom of Great Britain and Northern Ireland),

Having decided that the Visiting Mission should depart early in 1961 and that the duration of its visit in the Trust Territory should be approximately six weeks,

1. Directs the Visiting Mission to investigate and report as fully as possible on the steps taken in the Trust Territory of the Pacific Islands towards the realization of the objective set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions;

2. Directs the Visiting Mission to investigate and report fully on the formulation of early successive intermediate targets and dates in the fields of political, economic, social and educational development so as to create, as soon as possible, favourable conditions for the attainment of self-government or independence;

3. Directs the Visiting Mission to give attention, as may be appropriate in the light of discussions in the Trusteeship Council and of resolutions adopted by it, to issues raised in connexion with the annual reports on the administration of the Trust Territory, in petitions received by the Council concerning the Trust Territory, in the reports of the previous periodic visiting missions to the Trust Territory and in the observations of the Administering Authority on those reports;

^{1/} Subsequently the Government of Belgium nominated Mr. Jean Adriaenssen in place of Miss Marthe Tenzer.

4. Directs the Visiting Mission to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot, after consultation with the local representative of the Administering Authority, such of the petitions received as, in its opinion, warrant special investigation;

5. Requests the Visiting Mission to submit to the Council as soon as practicable a report on the Trust Territory of the Pacific Islands containing its findings with such observations, conclusions and recommendations as it may wish to make.

1134th meeting.
30 June 1960.

ANNEX VI

Itinerary of the Mission

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
2 February 1961	Honolulu	Arrived from New York. Meeting with Micronesian students at the University of Hawaii.	4985
3 February 1961	Honolulu	Courtesy call on the Chief of Staff to the Commander-in-Chief of the United States Pacific Fleet. Visit to the Bernice P. Bishop Museum. Meeting with the President and faculty members of the University of Hawaii.	
4 February 1961	Honolulu	Private meeting of the Mission.	
5 February 1961	Honolulu	Departed by air for Guam. Crossed International Date-Line.	
6 February 1961	Guam	Arrived by air. Courtesy call on the High Commissioner of the Trust Territory. Meeting with Micronesian students studying in Guam.	3813
7 February 1961	Guam	Courtesy call on the Commander, Naval Forces, Marianas and conference. Courtesy call on the Governor of Guam. Meeting with the High Commissioner of the Trust Territory and Heads of Departments	
8 February 1961	Ponape	Arrived by air from Guam. (via Truk).	1072
9 February 1961	Ponape	Meeting with the District Administrator and his staff. Visited District Hospital, Agricultural Station and Intermediate and Elementary Schools.	
10 February 1961	Ponape	Visited Pacific Islands Central School. Meeting with the students in the auditorium. Meeting with staff members of PICS. Public meeting.	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
11 February 1961	Ponape	Visited Catholic Mission school and Kapingamarangi Village. Departed by M/V Kaselehlia for Kusaie.	
12 February 1961	Ponape	On board M/V Kaselehlia.	
13 February 1961	Kusaie	Arrived by M/V Kaselehlia from Ponape. Meeting with local officials. Visited hospital, elementary and intermediate schools and the ruins. Public meeting.	250
14 February 1961	Pingelap	Arrived by M/V Kaselehlia from Kusaie. Visited Elementary school, Leprasarium, and Community Taro field. Held public meeting.	179
15 February 1961	Ponape	Arrived by M/V Kaselehlia from Pingelap. Meeting with Ponape District Congressmen and municipal officials.	187
16 February 1961	Kwajalein	Arrived by air from Ponape.	667
17 February 1961	Majuro	Arrived by air from Kwajalein. Visited hospital, elementary and intermediate schools. Attended public meeting.	276
18 February 1961	Jaluit	Arrived by air. Held public meeting and inspected typhoon-affected areas and rehabilitation work.	230
	Majuro	Returned by air from Jaluit. Attended Marshallese Community Dinner given by the Marshallese people.	138
19 February 1961	Alinglaplap	The Mission divided itself into two groups; one group visited Alinglaplap island by air.	357
	Laura	The other group visited Laura island by boat.	58

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
20 February 1961	Rongelap	Arrived by air from Majuro. Toured Rongelap Village and held public meeting.	872
	Majuro	Returned by air from Rongelap.	
21 February 1961	Kwajalein	Arrived by air from Majuro. Departed by motor launch for Ebeye Village. Toured the Village. Held public meeting. Returned to Kwajalein.	276 7
22 February 1961	Truk	Arrived by air at Moen Island from Kwajalein (via Fonape).	1139
23 February 1961	Moen Island	Visited hospital, Intermediate School, Moen Village and model Elementary school, Machitiu Village elementary school, Tunnuk Village and St. Cecelia school.	
	Uman	Departed by boat from Moen Island. Held public meeting.	
	Dublon Island	Arrived by boat from Uman. Toured the island.	
	Moen Island	Returned by boat from Dublon.	7
24 February 1961	Tol Island	Departed by boat from Moen Island. Visited Protestant Mission School and Cacao plantations in villages. Held public meeting.	
	Moen Island	Returned by boat from Tol Island. Public meeting.	30
25 February 1961	Moen Island	Visited Agricultural Station, exhibition of handicrafts and St. Xavier High School. Conference with Agriculture and Fisheries Department Staff members. Tour of trading companies. Private interviews. Meeting with Congress Hold-Over Committee.	
26 February 1961	Truk	Heard petitioners. Visited Falapenguets Island by boat.	30

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
27 February 1961	Guam	Arrived by air from Moen Island. Meeting with faculty members of the Guam Territorial College.	641
28 February 1961	Ulithi	Arrived by air from Guam. Toured the island and saw typhoon damage. Meeting with Chiefs.	414
28 February 1961	Yap	Arrived by air from Ulithi. Visited Money Bank.	115
1 March 1961	Yap	Visited hospital, Yap Trading Company, Agriculture Station, Intermediate school and Mission schools. Conference with Joint Session of the Yap Council and Yap Islands Congress.	
2 March 1961	Yap	Boat trip to Tomil Municipality. Visited elementary school. Held a meeting with the chiefs. Attended Yapese feast.	7
3 March 1961	Yap	Conference with District Administrator.	
3 March 1961	Palau	Arrived Koror by air from Yap. Meeting with District Administrator and his staff. Visited Constabulary, Hospital Nursing school, Agricultural Station, and Entomology laboratory.	291
4 March 1961	Palau	Left Koror by boat for Melekeik on Babelthup Island. Held public meeting. Returned to Koror.	58
5 March 1961	Koror	Free	
6 March 1961	Koror	Visited Palau Museum, Public Intermediate and Elementary Schools and Mission Schools. Visited District Court and held discussions with the Judges of the Court. Visited Malakal dock and the Fisheries Development Project,	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
		including Fishermen's "Co-operative", boat building shop, Trading Companies and other retail stores. Meeting with Economic Development group and businessmen. Reception given by Mission.	
7 March 1961	Koror	Public Meeting at Community Center. Meeting with individual petitioners. Meeting with Palau Council. Attended Palauan feast given by the People.	
8 March 1961	Angaur Island	Arrived by air from Koror. Public meeting.	44
	Guam	Arrived by air from Angaur Island. Reception given by the Mission.	869
9 March 1961	Saipan	Arrived by air from Guam. Conference with Naval Administrator and staff. Visited Intermediate and elementary schools, Saipan Farmers Market, Mission schools, Agricultural Experimental Station. Public Meeting.	136
10 March 1961	Saipan	Visited Hospital. Meeting with members of Saipan Legislature.	
	Tinian	Arrived by air from Saipan. Toured San Jose Village. Visited Dispensary and Tinian elementary school. Meeting with Tinian Congress and general public.	12
	Guam	Arrived by air from Tinian.	124
11 March 1961	Guam	Meeting with the Commander, Naval Forces, Marianas and staff officers. Meeting with High Commissioner and Heads of Departments	
12 March 1961	Guam	Free	

<u>Date</u>	<u>Place</u>	<u>Remarks</u>	<u>Distance covered</u> (in statute miles)
13 March 1961	Rota	Arrived by air from Guam. Conference with District Administrator and staff. Visited Hospital, Agricultural Station, Intermediate and Elementary Schools. Held public meeting.	58
	Guam	Returned by air from Rota. Meeting with the High Commissioner.	58
14 March 1961	Honolulu	Arrived by air from Guam, (via Wake Island) Crossed International date-line.	3839
15 March 1961	San Francisco	Arrived by air from Honolulu	2450
16 March 1961	New York	Arrived by air from San Francisco	2580
		Total:	<hr/> 26,269

TRUST TERRITORY OF THE PACIFIC ISLANDS ITINERARY OF THE UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS, 1961.

By air By sea
Territorial limit District limit
(These lines indicate the territorial area and the districts of jurisdiction. They are not to be interpreted as boundaries)
Source: Report on the Administration of the Trust Territory of the Pacific Islands, U.S. Navy Department, Washington, D.C., July 1959

