

TRUSTEESHIP
COUNCIL

MEETING



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President: Mr. HENRÍQUEZ UREÑA (Dominican Republic).

Present: The representatives of the following countries: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

Programme of work

1. Mr. HAY (Australia) informed the Council that the special representative for the Trust Territory of Nauru would arrive in New York on 24 February and the special representative for the Trust Territory of New Guinea on 27 February. Thus, as the Secretariat had anticipated, the Council could begin consideration of the annual report on the administration of Nauru on 1 March and of the annual report on New Guinea on 6 March. If the Council's work on the Ewe question were to end earlier than expected, consideration of the two reports might begin somewhat earlier.
2. The PRESIDENT suggested that the time limits for the submission of written questions should be 24 February for Nauru and 28 February for New Guinea.

It was so decided.

Examination of the annual report on the administration of the Trust Territory of the Pacific Islands for the year ending 30 June 1950 and of the report of the United Nations Visiting Mission to Trust Territories in the Pacific on the Trust Territory of the Pacific Islands (T/808, T/ 820 and T/789)

3. Mr. SAYRE (United States of America) noted that for the first time the Council would be examining simultaneously an annual report on the Trust Territory of the Pacific Islands and a report by a visiting mission of the Council on that same Territory. The United States Government and the services administering the Territory were glad to inform the United Nations of the progress achieved to date and of plans for the future. The Administering Authority had been very much interested in the various suggestions in the report

on the Territory made by the United Nations Visiting Mission to Trust Territories in the Pacific (T/789).

4. The Administering Authority had altered the form of its annual report¹ in view of remarks made during the Council's discussion at its seventh session (13th meeting). The report had been drafted in narrative form, with marginal notations to make it easier to find the replies to the questions in the Provisional Questionnaire; and it had been printed in larger characters.

5. Mr. Sayre also pointed out that a civilian High Commissioner, Mr. Elbert Thomas, had recently been appointed and had assumed office on 8 January 1951. That transfer of authority was in conformity with the spirit of the Trusteeship Agreement and the wishes of the Council.

6. Once more, Mr. Sayre was happy to introduce Rear Admiral Fiske, Deputy High Commissioner of the Territory, to the Council. Rear Admiral Fiske was, under the direction of the High Commissioner, in charge of the administration of the current activities of the Trust Territory and was therefore especially qualified to act as special representative of the Administering Authority.

At the invitation of the President, Rear Admiral Fiske, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took his place at the Council table.

7. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) first pointed out that two main factors — the geographic factor and the cultural factor — had to be considered in administering the Trust Territory of the Pacific Islands. He referred briefly to the extent of the Territory and its location, as well as to the distinct cultural groups into which the indigenous population was divided.

8. The democratic principles of government which the Administering Authority encouraged were only

¹ See *Report on the Trust Territory of the Pacific Islands for the period July 1, 1949, to June 30, 1950, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Navy, Washington, D.C., 1950 (OPNAV P22-100-J).

faintly understood by the indigenous population. The indigenous society was in process of change, although, in some instances, the change was more apparent than real. Nevertheless, the influence of hereditary leaders was weakening in various communities as democratic ideas took hold. During the three years of United States administration of the Pacific Islands, development in the training of the people of the Territory had continued uninterruptedly.

9. As the United States representative had said, on 8 January 1951, Mr. Elbert Thomas had succeeded the Commander-in-Chief of the United States Pacific Fleet in the office of High Commissioner of the Trust Territory of the Pacific Islands. The military staff of the Administering Authority's services was being replaced by civilian staff. The President of the United States had indicated his desire that the formal transfer of authority should be completed by 1 July 1951.

10. The recommendations made by the Council at its fifth² and seventh³ sessions had been taken into account by the Administering Authority and implemented in so far as had been practicable.

11. With regard to the Council's recommendation concerning the location of the headquarters of the Administration of the Territory, he thought the new High Commissioner should have the opportunity to consider that question. Moreover, a group of civilian officials was visiting the Territory with a view to recommending a site for the headquarters. Of course, the headquarters could not be established until there were adequate facilities and the temporary headquarters of the High Commissioner therefore remained in Hawaii.

12. Turning to the matter of organic legislation, he said that a new draft of organic legislation was under review by the competent departments of the administration with a view to its presentation to the United States Congress.

13. With regard to the democratization of local government, Rear Admiral Fiske noted that the indigenous population were still being trained for self-government in the municipalities. People were taught the rights and obligations of democratic government, although no attempt was made to disrupt local customs suddenly. Thus, for example, the method of selection of indigenous officials was left to the people. It was, however, gratifying to note that for over a year a majority of the municipalities had chosen their magistrates and treasurers by ballot.

14. The Council had consistently encouraged Administering Authorities to develop regional organs of self-government, and he therefore thought that it might be useful to point out that regional legislative bodies were functioning in two districts. In addition to the Palau Congress, which had been established in 1947, the Marshall Islands Congress had opened its first session on 4 July 1950. That new Congress was composed of a House of *Iroij*, composed of hereditary chiefs, and an elected Assembly. The convening of a provisional Ponape Congress had recently been authorized and the High Commissioner had submitted a revised charter for a Northern Marianas Congress to the people of the Saipan district; that Congress would probably be

convened soon. The regional congresses were for the time being merely advisory bodies, but they would be granted more authority when the people had acquired a wider knowledge of legislative procedures.

15. The long-range over-all plans for the Trust Territory included the establishment of a Territory-wide congress. At a conference in Guam, in October 1949, representatives from all districts had been given the opportunity to express themselves freely on administrative matters pertinent to their respective areas and had demonstrated their keen interest in resolving administrative problems.

16. With regard to the diversification of the Territory's economy, Rear Admiral Fiske recalled that in March 1950 the Secretary of the Navy had directed the Island Trading Company to set up an Economic Development Division with a working fund of \$100,000 to be used to promote and diversify indigenous economic activity. The money had been advanced as grants or loans for the development of new industries. Up to the present, \$13,750 had been allocated to various projects, such as poultry-raising, production of coconut fibre, investigation of the possibility of growing and processing cacao and coffee, and purchase of a copra drier. In addition, \$150,000 had been set aside by the Island Trading Company for the purchase of several inter-island cargo sailing vessels.

17. Following the traditional economic and social system, the Administering Authority continued to permit the payment of tribute by the inhabitants to their chiefs, but was alert to prevent abuse of that custom.

18. In accordance with the Council's desire for steps to raise the standard of living, the Administering Authority had employed an economist to study the questions of standards of living, wage levels, taxation systems and related economic subjects.

19. Women were playing an increasingly important part in the life of the Territory; they were participating in parent-teacher associations and in discussions of community policy. A few were in a position to express their opinions publicly, notably the two women members of the Palau Congress and the three women members of the House of *Iroij* of the Marshall Islands Congress. By recognizing the equality of men and women in all matters, the Administering Authority had given tacit approval to an improvement in the status of women. It had not tried to enforce the principle by legislation, since it was a problem to be solved within the indigenous society.

20. With regard to the Council's recommendation that greater use should be made of radio broadcasting in education, Rear Admiral Fiske stated that the educational programme had been expanded as needed. When the problem of diversity of languages had been solved and English had become more generally used in the Territory, further consideration would be given to the use of radio as a medium of instruction.

21. The study of the question of the application to the Territory of international treaties, agreements and conventions, including International Labour Organisation conventions and recommendations, had not yet been completed.

22. Likewise, the question of substituting some other tax for the head tax was still under study. The Admin-

² See document S/1358.

³ See document S/1628.

istering Authority believed that that tax should be continued until an adequate substitute had been developed.

23. The judicial organization of the Territory had been expanded by the appointment of an Associate Justice. Moreover, protection of basic human rights had been strengthened by the appointment of a Public Defender who represented accused persons without charge in serious criminal cases and provided legal advice in civil matters to those unable to pay for it. The indigenous inhabitants acted as judges in three types of courts, as clerks in all courts and as assessors in the District Court. The appointment of notaries public and the promulgation of laws relating to criminal offences committed outside the Territory had been provided for by two interim regulations issued during the period covered by the report. Since then, interim regulations had been promulgated in connexion with divorce, annulment, adoption, protection against possible abuse of persons suspected of crime and regulation of motor vehicles.

24. Penal facilities had been improved by the construction of new prisons in two districts. Training in civil police techniques would be given in a school in Truk to certain members of the constabulary from each district. The course would begin in February 1951.

25. The Administering Authority continued to give high priority to the economic development of the Territory. The agricultural experimental station at Ponape was working on the selection and distribution of basic food plants adapted to the dietary habits of the Micronesian people. The marketing of fish from the Palaus had been facilitated by arrangements for its transportation to Guam. In addition a number of small ex-Navy boats had been turned over to the people for conversion to sailing boats and for commercial use. Technical studies were in progress with a view to the establishment of a cattle ranch in the Northern Marianas. Surveys of erosion, low-island agriculture and timber stands had been completed by an experienced tropical forestry officer. In the Palaus, attempts were being made to control the rhinoceros beetle, which menaced copra production.

26. To encourage economic development, steps were being taken to make some lands under government control available to the people. The Government had issued the first of a series of regulations regarding the disposal of the lands. Under it, officers appointed by the High Commissioner would determine ownership and release land no longer needed for governmental purposes to the owners. Former landowners who did not regain use of their property would be allocated lands in other areas or be reimbursed in cash, whichever they chose.

27. The Angaur Mining Agreements, concluded during the previous year, provided full safeguards against the spoliation of land, and in fact ensured restoration of certain areas damaged by previous mining operations. The inhabitants were guaranteed an equitable return for their resources.

28. A new policy for the export of copra had been adopted since the end of the period covered by the report. It provided that the Island Trading Company should act as sole copra exporter for the Territory.

That decision had been taken for the purpose of fulfilling the Administering Authority's obligations in the matter of economic advancement and in order to ensure the maximum return to producers or the local government.

29. Copra represented about 85 per cent of the trade of the people of the Territory. The Island Trading Company had raised the price paid to producers for copra from \$80 per ton successively to \$90, \$100, \$110 and finally, the preceding week, to \$130. Any great drop in world copra prices would have a tragic effect on the economy of the area, and the Island Trading Company had therefore, early in 1950, begun to set aside \$10 per ton from its gross profits on copra as an initial step in the establishment of a copra price stabilization fund. Thus the copra producer would have some protection in time of stress.

30. Since 1 October 1950, the Island Trading Company's contribution to the fund had been increased to 15 per cent of the price paid to the producer. The fund was administered by the High Commissioner and invested separately from all other funds. After all marketing costs had been paid, the balance remaining from the sale of copra on world markets was available to the Island Trading Company, under the supervision of the High Commissioner, for the economic development and welfare of the people of the Territory.

31. The social welfare of the people was of continuing concern to the Administering Authority, which had always followed the policy of respecting indigenous cultures and of resolving problems which arose in that field on the basis of anthropologists' findings. The public health programme was raising health standards. The Administration had just undertaken to send administrative and medical field missions to outlying islands to make detailed studies of local conditions. The purpose of such missions, the first of which had visited the islands of Woleai and Lamotrek in the Palau district from November to December 1950, was to provide medical and dental care to the inhabitants, to investigate their social and economic problems, to assist them in solving their administrative problems and to improve the system of education. The first mission had consisted of a medical officer, a dental officer, an agriculturist, a representative of the Island Trading Company, an anthropologist, an entomologist, medical and dental technicians and interpreters. Its preliminary report showed that such expeditions were very useful. A second such mission was now in the Mortlock Islands of the Truk district.

32. A food and nutrition expert was making a study of the dietary habits and nutritional needs of the population. Thus information necessary for improving nutrition, especially among children, would be available.

33. The educational programme was constantly being expanded. Elementary schools were in operation throughout the Territory. Intermediate schools were located in all district headquarters and in Yap. Higher education was given at the Pacific Islands Teacher Training School at Truk. Finally, a school of agriculture was to be opened in the autumn of 1951. Since the end of the period covered by the report, the medical and dental schools on Guam had been closed and the students had been transferred to the Central Medical School at Suva, in the Fiji Islands.

34. In closing, Rear Admiral Fiske drew attention to the fact that, in accordance with Trusteeship Council resolution 301 (VII), regarding display of the United Nations flag in Trust Territories, the High Commissioner had recently distributed the necessary flags to the various district headquarters in the Trust Territory of the Pacific Islands and had directed that the United Nations flag should be flown side by side with the United States flag.

35. The PRESIDENT thanked Rear Admiral Fiske for his statement and invited him to give orally any further information which the members of the Council might request.

36. Mr. KHALIDY (Iraq) wished to know the exact extent of the powers of the councils of family heads or elders mentioned on page 15 of the annual report.

37. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that the hereditary powers of the council of hereditary chiefs, which counter-balanced the authority of the paramount chief, had not been codified and were consequently not very well known; it had been found, however, that there was in most areas a political organization of a feudal type. The supreme chiefs, who were sometimes called "kings", were endowed with executive powers which, however, they exercised only after consultation with the councils of family and clan chiefs.

38. Mr. KHALIDY (Iraq) asked whether the municipalities, which had developed satisfactorily, had reached a maximum level of political development and whether it would not be possible for the younger generation to participate to a greater extent in local administration so as to acquire the necessary training.

39. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) pointed out that the municipalities were still in the primary stage of political development. Thus, one of the few measures imposed by the Administering Authority, regardless of the indigenous political system, was the appointment, in each municipality, of a magistrate and a treasurer who were chosen in the manner desired by the population and, in an increasing number of cases, by election. Those officials were required to prepare a budget, which usually amounted to only a few hundred dollars, and to keep it balanced. In some cases the officials were paid, in others not. Municipal officials were authorized to provide in the municipal budget for the payment of teachers and other employees and agents, including, in some cases, the local policemen.

40. In all municipalities the indigenous leaders accepted that organization although, in many cases, without much enthusiasm, for, when all was said and done, they preferred their own system of government.

41. It would probably take one or two generations before more democratic principles of government took firm hold; once those who were now being taught those principles in the schools had grown up, a democratic system of government could function properly and with the desired results.

42. Mr. KHALIDY (Iraq) said that it was stated on page 15 of the report that in some few instances municipal officers were appointed by the Administration; he asked in how many cases that had been done.

43. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) drew the Iraqi representative's attention to the table on page 16 of the report which showed that about twenty municipal officials had been appointed by the Administration.

44. Mr. KHALIDY (Iraq) said that the prison régime was fairly liberal; at least that was the impression given by the paragraph on prison discipline on page 22 of the report.

45. He therefore wondered whether some of the inhabitants of the Territory did not sometimes prefer comparatively easy prison life to the difficulties of their usual existence. He had already noticed a similar state of affairs in certain countries where individuals sometimes committed minor offences just in order to get into prison. He asked whether any similar cases had been reported in the Territory.

46. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) admitted that some people might be attracted by a fairly easy prison life; at the same time it should not be overlooked that in prison they would have to work, on public work schemes, more regularly than they would do ordinarily. That fact alone would discourage them from wanting to go to prison.

47. Mr. KHALIDY (Iraq) asked whether the Administering Authority considered that the parole system could be applied successfully in the Territory as it was in some countries, in particular in the United States, and wondered whether it was not abused.

48. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that prisoners were released on parole in certain cases after consultation with the chiefs or indigenous officials as to whether it was in the interests of the community to do so. The system worked quite well. Persons released on parole remained for a fixed period under the supervision of a parole officer who was responsible to the district civil administrator. If the paroled prisoner violated the conditions of his parole, he was, of course, re-imprisoned.

49. Mr. KHALIDY (Iraq) wished to know the nature of the offences, misdemeanours or crimes committed by the small number of women who, according to the report, had been imprisoned.

50. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that one of those women had been convicted of murder but that unfortunately he had no information on the nature of the offences committed by the others.

51. Mr. HAY (Australia) noted that on page 15 of the Administering Authority's report it was stated that the authorities and duties of the municipalities should be simply but precisely defined. He would like some additional information on that matter, particularly on how it was proposed to proceed with the work of definition.

52. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) explained that the obligations and duties of the municipalities were defined in the general instructions issued to them. In addition, the native affairs officer conferred with municipal officials during his quarterly tour of inspection.

tion, advised them as to how local problems might best be handled, and went into their accounts.

53. Mr. HAY (Australia) said that the difficulties with which the United States Government was faced in the Territory of the Pacific Islands were similar to those encountered by the New Zealand Government in Western Samoa. He asked whether the Administering Authority contemplated introducing a system of advisory councils to collaborate with the municipalities. Councils of elders existed, but it was not certain whether the elected magistrates sought their opinion.

54. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that generally speaking the magistrates, whether hereditary or elected, consulted the council of elders before taking an important decision. Of course, there could be differences of opinion as the magistrates had to enforce the Administration's directives.

55. In reply to a further question by Mr. HAY (Australia), Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that the indigenous municipalities seemed to have difficulty in some cases in keeping their books properly and in balancing their budgets. They sometimes omitted to collect revenues; and teachers, who were paid by the indigenous community, did not receive their salaries. The civil administration, however, maintained a special fund for such cases from which it was able to draw the necessary amounts to pay teachers' salaries. It should be remembered that the indigenous population was in the earliest stages of self-government; its shortcomings in that respect were primarily a question of education; it would take at least twenty years to establish even a moderately efficient administration in the municipalities. In that connexion, the obligation to pay teachers' salaries was one way of teaching them their responsibilities.

56. Mr. RYCKMANS (Belgium) noted that the tour of duty for naval personnel had recently been reduced from twenty-four months to eighteen months. He wished to know if any of the officers who had acquired experience in the Territory could remain in service after eighteen months, or whether the personnel was entirely replaced each time. He also wished to know how the civilian personnel who were to take up their duties in the following July had been prepared for their new work. It was to be noted, in that connexion, that the School of Naval Administration had been closed.

57. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that the course usually adopted by the Administering Authority was to replace the personnel. However, in possibly 20 per cent of the cases, the officials had asked to have their period of service extended and after studying such requests from the point of view of services rendered and the personal conduct of the men concerned, the Administration had in general granted their requests. As to the future civil régime, a number of officials would receive necessarily somewhat brief indoctrination training at the University of Hawaii. Moreover, the Administration was anxious to retain as large a number as possible of the naval and civilian personnel; among the naval personnel were a number of reserve officers, employed in civilian posts because

of their special university qualifications or experience. The Secretary of the Navy intended to release a number of those officers who would be employed in the Territory in civilian posts.

58. Mr. Shih-shun LIU (China) recalled that, according to the report of the Visiting Mission (T/789), Truk seemed to be the most appropriate site for the capital of the Trust Territory. He would like to know whether the Administering Authority agreed, or whether it was still too early to ask such a question.

59. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) noted that although Saipan had certain advantages which Truk did not have because of the former's privileged position in respect of air and sea communications, it was still a fact that it did not possess the necessary buildings or installations and that the construction of a capital would involve very high expenditure. The desirability of Truk was its central position. Since no funds were available as yet, the Administering Authority had taken no final decision on the matter.

60. In answer to a further question by Mr. Shih-shun LIU (China), Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) explained that an official study group, consisting of the Deputy High Commissioner-designate, certain members of the staff, a medical officer, a civil engineer and a personnel officer had begun a tour of inspection about a week previously which was to last for about one month; the itinerary was very similar to that followed by the Visiting Mission. The group had been instructed to study questions connected with administrative organization, the recruitment of personnel and the choice of the site of the future capital of the Territory.

61. Mr. Shih-shun LIU (China) recalled that the Visiting Mission had pointed out that serious dislocation might result if all naval facilities were suddenly withdrawn from the islands when the transfer of the administration took place, and that that was a very serious problem which needed detailed study (T/789, para. 26). He would like to know what steps the Administration envisaged to relieve those difficulties.

62. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that the Secretary of the Navy and the Secretary of the Interior were at present putting the finishing touches to the transfer plans. He was sure that those plans would avoid any dislocation and that the programmes now carried on by the Navy would be continued.

63. Miss BERNARDINO (Dominican Republic) wanted further details on the question raised previously by the representative of Iraq: in particular, she wished to know the maximum penalty imposed on women guilty of murder, and the nature of the offences committed by the other women imprisoned in the Territory.

64. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that between July 1949 and July 1950, four women had been committed to prison in the district of Palau: three had been imprisoned at Truk and one at Ponape; the woman guilty of murder had been sentenced to imprisonment for life. He did not know the offences committed or the sentences imposed in the other cases.

65. Prince WAN WAITHAYAKON (Thailand) said that his delegation was greatly interested in the participation of the indigenous inhabitants in the administration of the Territory. As the special representative had pointed out, it seemed that at least twenty years would have to elapse before that end could be achieved. He would like to know, therefore, whether, of the scholarship-holders studying in Hawaii or the Philippines, who were referred to on page 54 of the report, any had shown a preference for studying administration instead of commercial courses.

66. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) wished to explain that a number of indigenous inhabitants already participated in the administration of the Territory, for example, the district superintendents of the schools were all indigenous. The Administering Authority was very anxious to provide the indigenous inhabitants with the training which would enable them to occupy official posts, but at present there were very few young people with sufficient education to take courses of that kind. With the development of education in the Territory, it was probable that a greater number of young people with fundamental education would turn towards administrative careers. The advantages of such careers could also be put before young people attending courses at the Pacific Islands Teacher Training School with a view to encouraging them to adopt that profession.

67. Mr. RYCKMANS (Belgium) was happy to learn that the Administering Authority would do all that was necessary to see that transfer of the administration to the Department of the Interior was carried out smoothly. However, the Navy was at present providing a number of particularly burdensome services, such as transport, and the repair of radio apparatus, which were not even paid for out of the Territory's budget. He would like to know whether, after the transfer of the administration took place, the Navy would continue to provide those services. If not, the Administering Authority would be faced with serious difficulties.

68. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that at the present time the Departments of the Navy and the Interior were drawing up a contract according to which surplus shipping and transport material would be transferred to the Department of the Interior, and the transport services would be run by private companies. The same was being done with regard to air transport. In addition, the general budget of the President of the United States included a sum of more than five million dollars for the administration of the Trust Territory, and part of that sum would be used for the maintenance and repair of the shipping and other services now supplied by the Navy. In any event, it was certain that no essential service would be brought to an abrupt end because of the transfer of the administration.

69. Mr. LAKING (New Zealand) noted that, on page 17 of the report, it was indicated that the long-range plans of the administration of the Territory provided for the establishment of a legislative body consisting of representatives from the whole Territory. He would like to know what date was envisaged for the establishment of that body and whether, in the opinion of the Administering Authority, it seemed necessary to secure the participation of the indigenous inhabitants

in municipal and district government before providing for the establishment of a Territory-wide legislative body.

70. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) said that, in the opinion of the Administering Authority, the establishment of such a body was a logical stage in the development of the Trust Territory; such a step was in fact implicit in the Trusteeship Agreement. However, the majority of the population was only at the first stage of self-government: the district congresses, whose role was purely advisory, were particularly important in that respect since they gave the various representatives of a district an opportunity to learn to make joint studies of the problems which concerned them. In general, the discussions resulted in recommendations, and, where appropriate, the recommendations were put into effect. When they seemed to be inapplicable from a practical point of view, the Administration undertook to explain to the indigenous inhabitants why it had decided not to adopt their suggestions.

71. In addition, the Staff Legislative Advisory Committee, which consisted of various administrative officers, would, under the long-range programme, be expanded in order to include an increasing number of indigenous inhabitants and might subsequently become the nucleus of a future legislative assembly for the Territory.

72. On a further question from Mr. LAKING (New Zealand) Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) explained that the Staff Legislative Advisory Committee was a group of staff members which studied conditions, examined and redrafted the texts of laws and made recommendations on them to the High Commissioner. *The meeting was suspended at 4.5 p.m. and was resumed at 4.30 p.m.*

73. Sir Alan BURNS (United Kingdom) asked whether the development of indigenous boat-building, referred to on page 29 of the report, might help to solve the serious transport problem which would arise at the time of the transfer of responsibility.

74. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that a large number of vessels formerly belonging to the United States Navy had been handed over to all districts. The vessels had been converted and fitted out for trade purposes. The people of the Marshall Islands, who were particularly skilful navigators, had received a substantial number. Boats had also been delivered to Truk, Saipan and other districts. At the present time, the Island Trading Company was negotiating for the purchase of a vessel capable of carrying a cargo of 50 tons. Moreover, the existing fund of 150,000 dollars would purchase several vessels of about 100 tons burden. Those vessels would be sailed up with indigenous crews under American masters and turned over to interested indigenous communities or a wholesale company, thereby facilitating the transport of passengers and merchandise. Generally speaking, the basic problem was to endow the Territory with its own means of sea transport, thus reducing the costs at present borne by the Administering Authority, which had to supply a large proportion of the vessels. There would always be

a need for a few vessels of higher tonnage for conveying copra to the departure ports of the large sea transport lines, and the administrative staff would always require boats for its periodic field trips.

75. Mr. SOLDATOV (Union of Soviet Socialist Republics) referred to the special representative's statement that one of the chief difficulties of administering the Territory lay in the vast number of the Pacific Islands and the distances separating them. Hence, it might be assumed that many settlements, particularly the more remote ones, were cut off from communication both among themselves and with the outside world. He asked how the Administering Authority ensured intercommunication between such villages and what were the frequency and duration of visits, especially to the very distant and sparsely populated islands, such as, for example, certain islands of the Palau district which had ten or sixteen inhabitants.

76. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that each district was divided into several sectors, in most instances three. Field trips were made every three months, one sector being visited each month. Every island was visited one in three months, more or less, irrespective of its remoteness or the size of its population. Inspection groups from the district headquarters, generally consisting of a native affairs officer, a medical officer, sometimes a dental officer, a representative of the Island Trading Company and usually another official — perhaps an anthropologist, an agriculturist or an entomologist — visited every island in the district. The field trip lasted from one to three weeks, the inspection group seldom staying more than one day in each island.

77. Those visits were undoubtedly too short to permit a thorough study of the community's problems, and it was for that reason, as he had mentioned in his opening remarks, that the Administration sent out special inspection groups of technical staff to the islands which appeared to be especially in need of that type of assistance. The number of special inspection trips had so far been small but they were of longer duration, sometimes lasting as long as ten days, and the results obtained were extremely valuable.

78. Mr. SOLDATOV (Union of Soviet Socialist Republics) noted that, because of the difficulties due to the widely scattered nature of the islands, it would appear to be impossible to exercise continuous supervision throughout the Territory, and that in the periods between visits the population might be said to live independently, with no direct intervention by the Administering Authority.

79. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) pointed out that, in addition to the regular inspection trips every three months, the Administration sent out special inspection groups. Those groups obviously could not inspect all the sixty-four island units of the Territory in the short time at their disposal, and for that reason they were sent to the areas that appeared to be most economically and socially backward or had other problems.

80. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked the special representative whether the

Administering Authority intended to set up genuine legislative organs in which the indigenous inhabitants of the Trust Territory would participate. The special representative had stated that several generations would be needed before such organs could be established. He asked for further information on the point.

81. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that it was very difficult to estimate how long it would take for the indigenous inhabitants to acquire the political training needed for self-government, either at the District or the Territory level. They must first become familiar with democratic institutions. Municipal government was the first stage. Approximately a hundred municipalities had so far been established, most of them presided over by an official elected by the people. Municipalities were being taught to draw up a budget for their administrative expenses, such as the remuneration of municipal officials, expenses relating to the maintenance of municipal sanitation, public order, etc. It was noteworthy that the hereditary chiefs were often hostile to such innovations and preferred the tribal system. The Administering Authority was however earnestly endeavouring to convince them of the advantages of self-government.

82. When the young students at the Pacific Islands Teacher Training School at Truk came back to their communities, they would undoubtedly bring in a new spirit, more favourable to democracy, and, little by little, the hereditary chiefs would be replaced.

83. District councils existed in a number of districts; an exception was Truk, where the Administering Authority had considered it necessary for special reasons to defer setting up a political body. In those district councils, the indigenous members joined with the civil administrators in discussing the problems of the Territory. Nevertheless, a number of years would have to pass before the people could acquire the political judgment needed for self-government. The Administering Authority had considered giving the council's legislative powers subject to the veto of the civil administrator, but upon reflection it had given up the idea. The role of the district councils at the present stage could be no more than advisory. Still less could the long-term plan of the Administering Authority for the establishment of a territorial congress be carried out until transport and communications problems, and above all the problem of ethnocentricity, had been solved.

84. Mr. SOLDATOV (Union of Soviet Socialist Republics) referred to the statement on page 17 of the Administering Authority's report, that the Saipanese had made excellent progress in political development. He wondered how that fact could be reconciled with the later statement that the inhabitants were not yet prepared to assume the legislative powers for which they were asking.

85. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that, although it was true that the inhabitants of the Northern Marianas were relatively more advanced than those of other districts, the Administering Authority considered that they had not yet reached a stage of development adequate for the exercise of legislative powers.

86. Mr. SOLDATOV (Union of Soviet Socialist Republics) pointed out that the report did not say that the population had made relative progress in the political field; it used the words "excellent progress". He would like some additional information regarding the proposed charter submitted to the Administering Authority at the beginning of 1950 by the people of the Northern Marianas, and asked whether the special representative could transmit its text to the members of the Council.

87. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that he had not a copy of the document with him. He would, however, pass on the USSR representative's request to the Administering Authority. At the same time, he was able to say that the proposed charter had probably been drawn up by the Council of Saipan. The draft provided that the Congress of the Northern Marianas should have full legislative powers, subject to the veto of the High Commissioner and should, in fact, be the governing body for the district of Saipan. A second draft charter, giving the Congress advisory powers only, had been drawn up by the Administering Authority and submitted to the people.

88. Mr. SOLDATOV (Union of Soviet Socialist Republics) referred to the statement on page 15 of the report that, through a programme of education and civil guidance based at the local level, the people were being taught the rights and obligations of democratic government. He asked how and by whom that programme had been drafted and whether it was taught in the schools or formed the subject of lectures.

89. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that the programme of civic education was developed by the civil administrators in the course of talks held from time to time with municipal officials and the indigenous population. The programme was also taught and explained in the schools. At Yap, for example, there was an organization called the Young Men's Council, which was deeply interested in the programme of civic instruction and which discussed it under the guidance of the civil administrator. However, there was no printed text of a programme.

90. Mr. SOLDATOV (Union of Soviet Socialist Republics) said that in that case there was no real programme of civic education. There were only meetings and talks between the representatives of the Administering Authority and the indigenous population.

91. On page 16 the report spoke of the Young Men's Council of Yap just mentioned by the special representative. He asked for information concerning the membership of that Council, the age and standard of education of its members and the activities in which it engaged.

92. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) could not supply detailed information but was sure that the Council was not a political organization. It was rather an association of young men and some older men, who had joined together in order to learn something of the problems of the democratic system and to that end kept in touch with the civil administrator.

93. Mr. SOLDATOV (Union of Soviet Socialist Republics) thought that it would be very useful to have more exact information regarding the organization.

94. He asked the special representative whether there were in other districts political organizations composed of indigenous inhabitants which could assist the Administering Authority in the civic education of the inhabitants of the Territory.

95. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that he did not know of any other groups comparable to the Young Men's Council of Yap. The Administering Authority had encouraged the formation of parent-teacher associations, and in several districts there were school boards which had indigenous inhabitants among their members.

96. Mr. SOLDATOV (Union of Soviet Socialist Republics), referring to the statement of the special representative that civic instruction was given in schools, asked whether there were any text-books on democratic government and whether there were special courses on the subject.

97. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that there were courses in civics in the intermediate schools and in the Pacific Islands Teacher Training School.

98. Mr. SOLDATOV (Union of Soviet Socialist Republics) asked the special representative whether it would be possible for him to supply the members of the Council with copies of the school curricula and the text-books used in the schools. Further, he wanted to know what was the role played by teachers in the political education of adults, whether they had any authority among the people and whether they took an active part in meetings of the hereditary chiefs and of the population.

99. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) pointed out that the indigenous teachers had received only a somewhat elementary training and that so far they had been chosen by the empirical method. However, after the Teacher Training School at Truk had been in existence for a time, it would produce teachers who were better qualified and who, by virtue of their culture and training, would take the lead and would participate more actively in the Territory's affairs, with the exception of politics.

100. The curriculum of the intermediate schools included instruction in civics and history, as did that of the Pacific Islands Teacher Training School. As requested by the representative of the USSR, he would see that the members of the Council received copies of the text-books used in the schools of the Territory.

101. Mr. SOLDATOV (Union of Soviet Socialist Republics) wanted more exact information on the role and the activity of teachers in the Territory. The special representative had said that teachers would play a more and more active part in the affairs of the Territory, excepting political affairs. He asked for further elucidation of that statement.

102. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) replied that, in the opinion of the Administering Authority,

teachers should refrain from political activities and should give their pupils an impartial education in civics. The influence of the teachers on the population was not great, for the reasons already outlined, but the teachers trained at the Pacific Islands Teacher Training School would eventually be capable of exercising a real influence upon the indigenous community.

103. Mr. SOLDATOV (Union of Soviet Socialist Republics) referred to the statement on page 15 of the report that the Administering Authority had used no pressure to force the people to discard their customs in favour of modern Western institutions because it believed that only confusion and social disintegration would result if the indigenous inhabitants were required to adopt foreign practices without proper preparation. He asked what the Administering Authority meant by the phrase "without proper preparation", and also by the reference later in the same paragraph to a programme of political education and instruction of indigenous communities and to electoral procedures for choosing local officials which had come into existence

during the previous two years in an increasing number of municipalities.

104. Rear Admiral FISKE (Special representative for the Trust Territory of the Pacific Islands) stated, in reply to the first question, that before the ancient customs were abandoned the traditional chiefs must have accepted and gained an understanding of modern ones.

105. In reply to the second question, he thought that the word "programme" should not have been used in the report. What was meant was rather a plan of the Administering Authority for political education in the indigenous communities through the civil administrators.

106. In reply to the third question of the USSR representative, he said that some of the indigenous communities were reluctant to follow the advice of the Administering Authority, and still preferred to recognize the authority of the hereditary chiefs rather than to elect local officials.

The meeting rose at 6.5 p.m.