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UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN THE PACIFIC, 1956

REPORT ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS

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Letter of transmittal

4 June 1956

Sir,

..... I have the honour to transmit to you herewith, in accordance with Trusteeship Council resolution 1367 (S-5) of 22 November 1955 and with rule 99 of the rules of procedure of the Trusteeship Council, the report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1956, on the Trust Territory of the Pacific Islands.

I am glad to inform you that this report is subscribed to unanimously by all four members of the Visiting Mission.

I should be grateful if you would allow an interval of one week to elapse between the transmission of this report to the members of the Trusteeship Council and its general release.

Accept, Sir, the assurances of my highest consideration.

(Signed) John Macpherson
Chairman
United Nations Visiting Mission
to Trust Territories in the
Pacific, 1956

His Excellency
Mr. Dag Hammarskjold
Secretary-General
United Nations
New York, N.Y.

INTRODUCTION

Terms of reference

1. The decision and preliminary arrangements to send a Visiting Mission to the four Trust Territories in the Pacific were made by the Trusteeship Council at its 647th meeting on 24 October 1955 during its fifth special session.

2. The composition of the Mission was discussed by the Council at that session and finally determined at the 647th and 648th meetings. The following persons were appointed as members of the Mission:

Sir John Macpherson (United Kingdom of Great Britain and Northern Ireland) Chairman;

Mr. Daniel Massonet (Belgium);

Mr. José Rolz (Guatemala);

Mr. M. E. Chacko (India).

3. At the 649th meeting of its fifth special session, the Council adopted resolution 1367 (S-5) setting forth the Mission's terms of reference. By that resolution, the Mission was directed:

(a) to investigate and to report as fully as possible on the steps taken in the Territory towards the realization of the objectives set forth in Article 76 (b) of the Charter, taking into account the terms of the General Assembly resolution 321 (IV) of 15 November 1949;

(b) to give attention as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Territory, in petitions received by the Trusteeship Council relating to the Territory, in the reports of the previous period Visiting Missions to the Territory, and in the observations of the Administering Authority on those reports;

(c) to receive petitions without prejudice to its acting in accordance with the rules of procedure of the Council and to investigate on the spot, in consultation with the local representative of the Administering Authority, such of the petitions received as, in its opinion, warranted special investigation;

(d) to examine, in consultation with the Administering Authority, the measures taken and to be taken in respect of the provision of information about the United Nations to the peoples of the Trust Territory under Trusteeship Council resolution 36 (III) of 8 July 1948 and General Assembly resolution (VIII) of 9 December 1953, and to undertake the duties enumerated in Trusteeship Council resolution 311 (VIII) of 7 February 1951 on the same question; and

(e) to submit to the Council not later than 10 June 1956 a report on the Trust Territory containing its findings, with such observations, conclusions and recommendations as it might wish to make.

Itinerary

4. The Mission set out from New York on 4 February 1956 and was accompanied by a secretariat of six persons.[1/] It arrived by air on 8 February at Honolulu where during the two days of its stay, the Mission paid a courtesy call on the Commander-in-Chief of the United States Pacific Fleet and visited the University of Hawaii to meet its officials, the Micronesian students attending the University under the United Nations Technical Assistance Fellowship Programme and those students from the Trust Territory attending the University under scholarships granted by the Trust Territory Government and other organizations.

5. After a brief stay at Guam for the purpose of arranging its itinerary and of discussing with Mr. Delmar H. Nucker, the Acting High Commissioner, and his staff, a number of problems relating to the Trust Territory, the Mission visited on 14 and 15 February, the Saipan and Rota Districts in the Northern Marianas. Following its return to Guam, it spent the period from 16 to 24 February in the Yap and Palau (Western Carolines) Districts where it visited the Islands of Yap, Fais, Woleai, Koror and Babelthuap. The Mission returned on 24 February to Guam where it held further discussions with the Acting High Commissioner and members of

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1/ The members of the Secretariat were Mr. Jacques Rapoport (Principal Secretary), Mr. W.T. Mashler, Mr. J.S. Lewis, Mr. H.T. Chu, Mr. W. Hoffman and Mrs. H.K. Evans.

the Administration of the Trust Territory for a period of two days. Arriving in the Truk District (Eastern Carolines) on 27 February, it visited the islands of Moen and Tol, and also the outlying island of Lukunor. On 1 March the Mission departed for Ponape, the easternmost District in the Eastern Carolines. On its journey from Ponape to the Marshall Islands it made a visit to the island of Kusaie which lies in the Ponape District. The period from 6 March to 11 March was spent in the Marshall Islands where the Mission visited the island of Majuro and made several trips to outlying communities including Jabwar on Jaluit Atoll and visited the Rongelap settlement on Ejit. The Mission left the Trust Territory on 11 March to visit the Trust Territory of Nauru following which it returned for an overnight stay in Truk on 14 March. The following day, the Mission departed from Truk to visit the Trust Territory of New Guinea. On its way to the Trust Territory of Western Samoa, the members of the Mission had the opportunity of being present on 3 May at the closing meeting of the Third South Pacific Conference at Suva, Fiji, which was attended by two representatives from the Trust Territory of the Pacific Islands. The Mission returned to United Nations Headquarters on 18 May 1956. The present report was adopted on 4 June 1956.

6. Throughout its travels in the Trust Territory, the Mission was accompanied by Mr. John E. Defoung, Staff Anthropologist of the High Commissioner's Headquarters at Guam except for its visit to the Saipan District when Commander F.W. Avila, United States Navy Reserve, acted as liaison officer with the Mission. During the last part of its visit, the Mission was joined by the Acting High Commissioner who accompanied the Mission in its travel through the Marshall Islands and discussed with its members many of the problems on which the Mission desired clarification. It was joined by Commander Avila at Majuro on 9 March for discussions relating to the Saipan District. To these officials, the Mission wishes to express its deep appreciation for their hospitality and helpful co-operation in making the necessary arrangements and in providing the Mission with a considerable amount of information which has been heavily drawn upon in the preparation of the descriptive parts of the present report. The Mission also wishes to express its appreciation to the officials in all the

Districts of the Trust Territory whose extensive preparations for the Mission's visit helped to make the visit profitable. Last, but not least, the Mission desires to express its gratitude to the peoples of the Trust Territory for the gracious and friendly manner in which the Mission was received everywhere.

General remarks

7. The islands comprising the Trust Territory are spread in clusters over the vast expanse of the Western Pacific Ocean. The 2,141 individual land areas within the Trust Territory comprise ninety-seven distinct island units grouped in three archipelagos, the Marianas, Carolines and Marshalls. To these, early explorers gave the name "Micronesia" ("Tini Isles").

8. Micronesia with a combined land area of only 687 square miles is scattered over some 3,000,000 square miles of ocean. North and south it extends 1,300 miles from Farallón de Pájaros at the upper tip of the Mariana chain downward to Kapingamarangi Atoll in the Caroline Islands, while east and west it spreads over approximately 2,765 land miles from Mili Atoll in the Marshall Islands at its eastern extension to Tobi in the Western Carolines.

9. At its centre Micronesia is some 3,500 miles west of Honolulu and 1,500 miles east of Manila. Stretched out beyond the boundary of Micronesia are the companion areas of Malaysia to the west, Melanesia ("black islands") to the south, and Polynesia ("many islands") to the east.

10. The terms Trust Territory and Micronesia are not entirely synonymous as the two atolls which lie farthest south - Nukuoro and Kapingamarangi almost at the equator - are considered Polynesian rather than Micronesian, a distinction based mainly on ethnological factors. Guam, where the headquarters of the Trust Territory Government is situated, forms also a part of Micronesia but not of the Trust Territory. It is a United States possession, having been ceded by Spain in 1898.

11. The island units of the Trust Territory vary in form from single islands to large groups of islands and atolls and in size from small units (49 are under one square mile in area) to larger islands such as Babelthuap in the Western Carolines (153 square miles) and Ponape (129 square miles). They differ in

elevation from six feet above sea level on the low-lying coral atolls to 3,166 feet on Agrihan Island in the Marianas, and 2,579 feet on Ponape Island in the Eastern Caroline group.

12. The headquarters of the Trust Territory Government was moved in 1954 from Honolulu to Guam, where its administrative officers are now able to keep in closer contact with the District centres and people of the Territory. The administrative organization of the Trust Territory of the Pacific Islands consists of a High Commissioner, appointed by the President of the United States of America, a headquarters staff and a District organization in each of the six districts which come under the jurisdiction of the Department of the Interior. These are the Rota, Palau, Yap, Truk, Ponape and Marshall Islands Districts. The High Commissioner possesses executive and legislative powers as laid down in the Code of the Trust Territory. The seventh District, Saipan, is administered under the authority of the Commander-in-Chief, United States Pacific Fleet, at Honolulu and the Commander Naval Forces Mariana at Guam.

13. Department heads serving under the High Commissioner include the Executive Officer, Contracts and Programmes Officer, Chief Counsel, Comptroller, Staff Anthropologist, Director of Education, Director of Public Health, Land and Claims Administrator, Staff Agriculturist, Entomologist, Staff Communications Officer, Personnel Officer, Construction and Maintenance Chief, and General Supply Officer.

14. During its visit the Mission was able to appreciate the complexity of the problems confronting the Trust Territory Administration upon which Visiting Missions had previously commented in some detail. The small size of inhabited or inhabitable land and the manner in which it is spread over a large ocean area, the equally small size of the population and its diversity of languages and cultural backgrounds, and the relative poverty of the islands on which they live are the main factors which determine the present problems of the Trust Territory.

15. The distances separating the islands present in themselves obvious difficulties in the way of both co-ordinated development and the formation of any kind of territorial consciousness on the part of the peoples. A fundamental requirement for these purposes is to establish an effective method of transportation and communications facilities giving access between the island groups and the islands

themselves. Even so, the ultimate development of the Territory seems likely, according to present knowledge, to be limited by the general paucity of its land and the absence of other resources, such as minerals. The technical and administrative facilities which are at present available to the Territory far exceed its own means to supporting them and require heavy subsidies from the United States Government.

16. The complex nature of the Territory makes generalization concerning its land and people extremely difficult. The Mission has, therefore, attempted to devise the form of its report to meet this difficulty. It decided that a useful purpose would be served by including in the first part a description in some detail of the Districts, setting out the information and the impressions which the Mission had gathered. This should help to make more understandable the second part of the report which contains a discussion of specific subjects and general problems and also the suggestions and recommendations of the Mission. In transmitting an account of its visit to the Trust Territory, the Mission desires to commend the Acting High Commissioner and his staff at all levels on the manner in which they have succeeded in establishing relations of mutual and sympathetic understanding with all sections of the population.

PART I

A. NOTES AND COMMENTS ON THE MISSION'S VISIT TO THE DISTRICTS OF THE TRUST TERRITORY

1. The Yap District

General

17. The Yap District consists of the Yap Islands and the string of coral islands stretching about seven hundred miles eastward as far as uninhabited Pikelot, with Satawal the most easterly of the inhabited islands of the District. The town of Colonia on Yap proper is the District centre.

18. Yap itself, located four hundred and fifty miles southwest of Guam, is made up of four major islands separated by narrow passages and surrounded by a fringing reef. The total land area of Yap is approximately thirty-nine square miles. A series of hills, the highest only five hundred and eighty-five feet above sea level, divides the east coast from the west; the south end flattens to a fertile plain. Roads extend from the north to the south end of the main island, but rains and ruts leave them impassable during a good part of the year.

19. The outer islands to the east which are reached by the District Administration on field trips about once every two months are all low and corraline, with the exception of Fais, a raised coralline island. Most of them are atolls with beautiful lagoons, but a few of them emerge lagoonless out of the sea, making landings difficult during heavy surf.

20. The population of the Yap District numbers 5,102 of whom almost 3,000 are located in Yap proper, the remainder living in the outer islands.

21. In this District, where the acculturation process has undoubtedly been slower than in the other Districts in the Trust Territory, traditional dress and cultural characteristics have been well preserved. Western clothes are worn by the Yapese usually when coming into Colonia and by people who live close to the District centre; but in the villages, traditional types of attire are worn. Yapese clothing is simple and scant. The men wear loin cloths (thu) and upon reaching early manhood, add a bunch of hibiscus bark which passes between the

thighs and is attached to the front and back of the thu. In the past, but less so today, the colour of a man's thus denoted the class to which he belonged in society. The women dress in long looped grass skirts and upon reaching womanhood, add a black cord which is looped around the neck.

22. The traditional type of Yap house is large and hexagonal in floor plan, with a steep thatched roof whose top juts out at both ends. This type of house, however, is becoming rare today and has been replaced by smaller houses with corrugated iron or thatch roof. Most villages also have a large men's house where the men gather to talk or sleep.

23. The most important form of property in Yap is land, almost all of which is owned by the islanders. Land not only provides subsistence and building materials, but also determines the Yap islander's status and role, the chieftainship being determined by the particular land tenure held by the aspirant.

24. Yap is well known for its large doughnut-shaped stone money (Roi) weighing up to several tons. These stones are said to have been brought before European times on canoes and rafts from Palau and occasionally from Guam. Orange coloured shell necklaces, some adorned with Dugong or whale teeth and pearl oyster shells, are other valuables used in ceremonial exchanges, for the settlement of torts, and in marriages, funerals and other important rites.

Political organization

25. Yap is politically divided into ten municipalities headed by officers, called magistrates, who are annually elected by secret ballot. They appoint their own secretaries. While all of the political leaders belong to an upper caste, some being traditional chiefs as well, the Mission was told that other factors such as popularity, intelligence and integrity, and familiarity with ways of the Administration, have a bearing on the election results. There is a Council of Magistrates which is competent to deal with matters relating to local taxation, economic regulations and programmes, relations with the outer islanders and the maintenance of population statistics, and to which the Administration lends its technical assistance and such facilities as are available. The members of the

Council of Magistrates, together with other various indigenous leaders, the District Administrator and members of his staff, consult together in bi-weekly meetings. At these gatherings, problems of the District are discussed and official notices disseminated.

26. In the less developed outer islands where the introduction of a similar type of municipal organization has not yet been found possible, hereditary chiefs are recognized as official representatives of their respective islands and official business is conducted through them. On several islands, the Mission learned, it is not necessarily the chief of the highest ranking lineage who assumes the role of the representative, for when the lineage heads in council decide that a lesser chief is more capable of speaking for them and dealing with the Administration, he receives general recognition as their representative in conferences with the officials.

27. These outer islands in the Ulithi-Woleai area of the Yap District are traditionally affiliated with Yap through three villages in the Gagil municipality. The Administering Authority describes this as a parent-child or landlord-tenant type of relationship, with the Yapese in the parent or landlord position. The chain of command extends from Gagil to Ulithi and on to the Woleais. It has been customary for large fleets of canoes to make annual trips to Yap bearing tribute to the overlords, receiving in return even larger quantities of foods and materials which were needed and eagerly awaited in the low coral islands. This exchange still continues today, although to a lesser degree than formerly.

Trade and agriculture

28. In addition to the importance of agriculture in providing the Yapese people with food, the production of copra and trochus shell are important sources of cash income in an economy which is still basically at a subsistence level. During 1955 approximately 600 tons of copra were marketed which, it appeared to the Mission, was well below the potential harvest of copra obtainable from existing trees. In reply to questions raised by the Mission concerning the low rate of production, members of the Administration and of the Yap Trading Company explained that they were anxious to see a higher production rate in the District in order to raise the present low cash incomes of the people. However, their efforts to

date had met with little success because the people were not prepared to process copra unless circumstances forced them to market it - in other words whenever they needed money - with the result that much of the copra which could be harvested was at present going to waste.

29. The Mission visited the Yap Trading Company which, on the dissolution of the Island Trading Company in 1954, took over the functions of the latter. The Yap Trading Company was chartered as a limited stock company in 1951 by the High Commissioner of the Trust Territory. It is a shareholding company and, by a policy decision, is required to restrict shareholding to Micronesian citizens of the Trust Territory. Its present membership consists of 200 shareholders representing for the most part families of the District who have invested a total of $29,030 in shares of $10 par value. The primary function of the company is to purchase local produce from the people of the District and to supply them with imported merchandise. The company is the sole purchaser of copra and trochus shells in the District. Copra prices are determined and announced normally every three months by the Trust Territory Copra Stabilization Board, and the Company's method of purchasing copra is quite simple. The producer may bring the produce to the warehouse at Colonia himself, in which case the full market price is paid to him in accordance with the grading procedures in force. Should the producer desire to have his produce collected by the company boat, he is paid the full market price less a shipping cost differential which at present is $5 per ton. On copra collected by the District field ship from more distant islands, a differential of $10 per ton is charged to cover shipping costs.

30. Trochus shell production, it was pointed out to the Mission, is becoming of increasing importance, deliveries made to the Company amounting to 17.5 tons valued at $51,500 during 1955. The Company anticipates that there will be substantial increases in production in 1956.

31. The Company maintains a large warehouse where local produce is stored pending its trans-shipment to Guam aboard the District field ship "Errol" which calls at Colonia every two or three months. Store rooms for merchandise to be sold to the District islanders are well-stocked, and the building of additional storage space is under contemplation.

32. The Company has a Board of Directors composed of Micronesians which determines the merchandising policies of the Company. The Board employs a United States citizen as a manager, but the remainder of the staff are Micronesian. Although the organization is one of the smaller companies operating in the Trust Territory, the Mission was favourably impressed by its efficient operation. The Company contemplates encouraging higher copra production; it hopes that the introduction of a greater variety of trade goods will help this by creating a greater demand for cash income. In addition, the manager of the Company informed the Mission, attempts will be made to find markets for locally produced handicrafts which, although limited at the moment, show some promise of development over the years to come.

33. The Mission also had an opportunity to visit an agricultural station but found it still in a formative stage and not yet able to demonstrate its full value to the District. Experiments were under way in the growing of dry-land taro for distribution to Yapese farmers. The Mission considers that the scope of the station is far too limited, and that energetic efforts will be required to assist the Yapese in the improvement of their agriculture, both subsistence and cash crops.

Education

34. The Mission was particularly interested in the educational problems of the District. The educational programme now in progress has the broad purpose of teaching the pupils in progressive stages the importance of inter-relations between their own community and those of their neighbouring villages, the other Districts of the Trust Territory, the communities of the world and the United Nations. Simultaneously, emphasis is placed on preserving the values of their own cultural heritage and the part which it must play in their community. As an example of this kind of teaching, ninth grade students of the Yap secondary school were guided by their teachers in the preparation during 1955-56 of a book entitled "Yap, Our Islands", as a means of preserving the desirable aspects of the local culture which are to some extent already becoming nebulous in the minds of the younger Yapese. The writing of the book, which includes maps and many illustrations entirely drawn by the pupils themselves, was undertaken as

a lesson in English and social studies. The Mission considers that the following extracts from the introduction to the book speak for themselves:

> "In organization of the study we first discussed the broad areas with which Social Studies deal, and then outlined the areas of Yapese life which we thought we would like to include in this particular book. This list included not only basic areas of indigenous life but also relationships with the American Administration, the United Nations, and other more modern aspects of Yapese life. We found as we progressed, however, that it was impossible to prepare all of our material for mimeographing in time for completion of the book before our graduation at the end of February, 1956. We have, therefore, selected those areas most truly Yapese for inclusion in this first volume, although our class study included the complete list. Next year's ninth grade will continue our work.
>
> Following the definition of a general area and the major topics within it, the class divided into groups and prepared a set of questions they felt should be answered about each topic. The members of each group then selected general and specific responsibilities and began the task of gathering information, interviewing individuals, collecting artifacts, drawing pictures, preparing demonstrations, making field trips, etc. The members of each committee wrote their material to the best of their ability, in English. The teachers then worked with each student individually, discussing and improving his report, both in private conference and in class.
>
> Following this improvement the committees prepared their reports for oral presentation, accompanied by the visual aids which they had made or gathered. Following each report there was a period of open discussion and questioning, which often led to further exploration and consequent revision of the material."

35. The Mission was greatly interested to hear from the teachers who guided the work, of the enthusiasm with which the students approached their task. It feels that this project will help to make the younger people aware of their responsibilities to the community and to prepare them for the problems which they will have to face in the future. In order to lend further emphasis to the need for self-help, consultations were held with the Magistrates Council and local government bodies, and a "Copra-Week" programme was designed to raise funds. The programme which, the Mission was told, met with the wholehearted support of all communities, called for visits by groups of ten students to the various villages for a period of one week during which they were provided with food and shelter by the villagers and were authorized to gather coconuts. The Yap Trading

Company co-operated by providing transportation to the students and by hauling the copra. In the first three weeks over $1,200 was earned by the students. This money will be used to improve local educational facilities and to benefit a local scholarship fund which was established to enable more Yapese students to receive advanced education. The fund is maintained by voluntary gifts from the municipalities, Yapese business enterprises, and United States Administration employees who are contributing in the form of monthly donations. In addition to these donors, Yapese employees of the Administration have been participating in the programme through voluntary deductions from their pay. It was explained that amounts of from fifteen cents upward are withheld every two weeks from the pay of each participant. It is expected that this arrangement will eventually embrace 90 per cent of all Administration employees of the District.

36. The growing awareness among the inhabitants of the importance which education is playing in the life of their community was given expression at a public meeting which the Mission held in Colonia with the Magistrates and people of Yap. In their welcoming statement to the Mission the Council of Magistrates expressed appreciation of the favourable changes that had taken place under the present Administration and pointed out that Yapese students were now receiving advanced training outside of Yap. They emphasized that they were aware of the many problems in the Trust Territory which could in time be solved by more and better trained Yapese doctors, teachers, agriculturalists and others, and for this purpose they requested the Mission to investigate the possibilities of increasing the number of government scholarships allocated to the District and the granting of a United Nations Technical Assistance fellowship to one of their students. In this connexion the Mission noted with interest that one former student who had visited the University of Hawaii is now employed as an accountant and bookkeeper by the Yap Trading Company at Colonia.

37. The Mission wishes to touch briefly on some other aspects of education in Yap, including vocational training. Some of the points which were raised in the public meeting are now being met partially at the local level by extending to students of the intermediate school level apprentice training at apprentice pay in special projects, including carpentry, electricity, weather forecasting, radio, cement construction, finance, hospital training, and others. Under this programme,

conducted by the local Administration, students work, usually in the afternoons, at government installations under the direction of trained personnel. A system of student self-support is carried out by groups of boys and girls who produce fish traps, dresses and other handicraft items, proceeds from the sale of which are added to the scholarships fund or are used for various students activities. The Mission also visited an Administration elementary and a Catholic Mission school.

Health

38. A sixty-eight bed hospital built on the foundation of an old Spanish fortress which provides the medical services to the people of the District was visited by the Mission. The hospital is at present undergoing much needed alterations in order to make additional space available for out-patients. It not only provides medical care for the people living in the immediate vicinity of Colonia, but also accommodates patients from other villages of Yap and other islands of the District. There is also a small leprosarium under the direct supervision of the District Director of Public Health.

Visits to the islands of Fais and Woleai

39. During its visit to Yap, the Mission was particularly interested in seeing some of the outer islands of the District. The presence of the District ship "Errol" at the port of Colonia enabled the Mission to travel overnight to the island of Fais, which lies some 154 nautical miles to the east of Yap Island. On arrival at Fais the Mission was taken ashore by dinghy through rough surf. Garlands were presented to the members of the Mission by the islanders, following which the Mission proceeded to the village men's house to meet the chiefs and the men of the island. Here no European clothing is worn, men are tattooed on the body and thighs; hair is worn long and is tied in a knot on top of the head. Ornamental combs are worn in the hair, which is further decorated with white feathers and flowers. Ears are pierced and ear ornaments, necklaces and similar ornaments are worn.

40. The chiefs and men gathered to meet the Mission. Coconuts and other food were served by the chiefs to their guests. Following their introduction to the various

dignitaries of the island, the members of the Mission described in simple terms the purpose of their visit to the Territory. The islanders were pleased to hear that the Mission had wished to visit Fais to meet the people on one of the outer islands, away from the District Headquarters. The chiefs stated that health was good, that food was plentiful and that their children were going to school. People kept their old ways, and the young people respected their elders. They said that they had no questions or particular remarks to make to the Mission.

41. Afterwards, the Mission made a tour of the village where the women had set up a hand loom to show how bands of fibre cloth are woven. It visited the plateau in the centre of the island and saw an area where the Japanese had mined phosphate to exhaustion, and inspected tobacco gardens where the Fais people grow by careful cultivation methods a type of tobacco which is eagerly sought after by the people of Yap and other areas. To help them in processing copra, they have put the remains of the semi-derelict phosphate rails and land cars to good use. To dry the copra they spread it on small flat cars, which in case of rain can quickly be run on rail tracks into sheds. In addition, they use the equipment also by loading copra bags on the cars and running them on the rails to the beach, for transfer by canoes to the ships. This has encouraged the Fais people to increase their copra production.

42. The Mission watched a display of dancing given in its honour, first by the women and later by the men who were especially costumed and painted for the occasion. After this, some further discussions were held with the chief and elders of the community.

43. A visit to another of the outer islands, Woleai Atoll, was made by the Mission on its return trip to Guam following the completion of its visit to the Palau District. Woleai Atoll is some 300 miles southeast of Yap and unlike Yap, is a low island with a large lagoon which provides the islanders with an abundance of fish. In the absence of a serviceable airstrip, the Mission's amphibian aircraft made a landing in the lagoon where it was met by the islanders, who paddled to the plane in outrigger canoes to transport the Mission to shore.

44. Considerable quantities of rusting military equipment left behind by Japanese forces during the War, shattered pillboxes and other damaged installations tend to give the otherwise beautiful island an untidy appearance. During

discussions with the chief, the elders and the people, the Mission received a complaint concerning war damages. A piece of land had been made unusable by an airfield which the Japanese forces had constructed in an area where, the islanders stated, considerable amounts of taro had been grown previously. The people said that unsuccessful efforts had been made by the United States Navy to demolish the heavy cement runway with a view to reclaiming the land for agricultural purposes. They asked the Mission to attempt to obtain a settlement for the loss of this land, which was in their view a responsibility devolving upon the Japanese Government. When asked whether they had submitted their claim to the District Administration, they replied in the negative and were advised by the Mission to do so at an early date. The Mission visited the site of the airfield and was shown the area which the United States Navy had attempted to clear. Here again, destroyed military equipment was littered about a wide area, and no attempt had been made to remove it.

2. The Palau District

General

45. Located in the Western Caroline Islands immediately north of the equator, the Palau District lies in the southwestern corner of the Trust Territory. The flora and fauna of the District are more like those of the Indies and Southeast Asia than of other Micronesian Islands.

46. With the exception of the four small isolated coral islands of Sonsorol, Merir, Pulo Anna and Tobi, together with the adjacent uninhabited atoll of Helen Reef, the entire land area of the District is contained within the cluster of high islands known as the Palau Islands. This group includes more than 200 islands of both volcanic and coral limestone composition, of which only eight are permanently inhabited. Babelthuap Island, the largest single land mass in the whole of the Trust Territory, is one of these. Koror is the principal town and seat of the District administration, and has a population of more than 2,200. With the exception of the off-shore islands of Angaur and the atoll of Kayangel, all of the Palau Islands lie within a single barrier reef, making for closer contact among the people than elsewhere and relative ease of communication.

47. Because of its high island topography, relatively good soil and heavy rainfall, the Palau Islands enjoy a varied and abundant supply of subsistence food. Taro varieties, tapioca and sweet potatoes are the principal staples and in the surrounding waters there are excellent fishing grounds.

48. Angaur, Arakabesan, Babelthuap, Helen Reef, Kayangel, Koror, Malakal, Merir, Mecherchar, Ngemelis, Ngesebus, Peleliu, Pulo Anna, Sonsorol, Tobi and Urukthapel are some of the more important islands in the Palau District. Most recent census figures show the population of the District to be 7,656, of whom all but 225 live within the Palau Islands group. More than 2,200 persons live in the town of Koror alone. Ethnically the people of the District are divided into two unequal groups: the predominantly large Palauan group and the Sonsorolese-Tobian outer island population which numbers less than 300.

49. The earlier life of the Palauans is considered by anthropologists to have been relatively complex for Oceania, with an economy dependent on taro and yam growing by the women and fishing and hunting by the men. The Palauan [illegible] people lived near the sea in terraced hilltop villages made up of persons belonging to several totemic clans. This clan system which persists today is organized matrilineally as elsewhere in Micronesia.

50. Villages were traditionally ruled by a council of ten or more chiefs, each representing one of the ranking clans in the community. The chiefs' council directed matters concerning the village, the planning of economic activities, the direction of warfare, and the apprehension and punishment, usually by money fine, of law-breakers. The villages were in turn linked in unstable warring alliances, which formed the basis for the present political units, the municipalities of the district. In addition to the village chiefs' council and multiple clan organizations, both men and women were organized into numerous age-graded societies for social and economic purposes. Every men's society had an elaborately decorated bai clubhouse for its members, and a few of these handsome buildings are still to be seen.

51. Prior to the advent of missionaries in the last decade of the 19th century, Palauans are said to have practised, with local differences, a form of clan-ancestor worship. Although traditional ancestor worship persists only in secret and in a form diluted with Christian elements, some 30 per cent of the population are not listed as members of any Christian sect.

52. No understanding of Palauan values is thought possible without an appreciation of the central importance of land and "money" wealth in this society. The money frequently takes the form of small multi-coloured stones and pieces of ceramics which are very old and of unknown origin. On special occasions, the women of Palau wear these stones in the form of necklaces.

53. With few exceptions both money and land are symbols of wealth which are conceived ultimately to be the property of the total clan group. It is still considered a disgrace for land to pass outside of the clan, and sales of land are rare. The Palauans also developed an intricate aboriginal system of native money values, payment of which is the central feature of all crises of life -

birth, marriage, divorce and death. This money is still in active social use. The highest duty and expression of loyalty by an individual for his clan is to secure money for the clan group.

54. Aside from its utilitarian value, the Mission was told, money tends to be regarded as "beautiful" and a "restorer of peace". This conception has in recent years been extended to include foreign currency, and all present-day payments of clan money also include relatively large sums ($200 and up) of cash contributions collected from all members. It is believed that this system of inter-clan payments serves the desirable function of distributing Palau's relatively limited cash resources, although by the same token it prevents the accumulation of capital for economic purposes since the frequency of such payments keeps much of the existing money in a constantly liquid state.

55. Two distinct languages are spoken in the Palau District: Palauan, which is spoken without major differences of dialect by practically the entire population of the Palau Island proper, and the mutually related dialects of Sonsorol-Tobi spoken in the four outer islands.

56. During the Japanese administration the town of Koror served as the administrative centre of the Territory and had a population of 20,000 or more people, mainly Japanese. As such, Koror had been built up into a small metropolis whose people had enjoyed a great number of the advantages which a town many times the size of the present Koror had to offer. While the standard of living of the Palauans at the time did not approach that enjoyed by the Japanese, the islanders had adjusted themselves over the years to a life which offered more in the field of employment both in the administration and in business enterprises, than on the land. Toward the end of World War II, this way of life was suddenly brought to an end, and by the time the present Administration assumed responsibility for the Territory, the old town of Koror had, as a result of military action, been reduced to ruins. Wherever the Mission went it was able to see for itself the remnants of many of the old Japanese structures, and rusting equipment was strewn everywhere.

57. The population of the outlying areas in Palau continues to be attracted to the town of Koror and there is evidence in the District of a certain nostalgia

for the glitter and the lights of the Japanese metropolis. This tendency, which is unique in the Trust Territory, is partially intensified by the fact that a large number of the coconut trees in the District has been completely destroyed by the rhinoceros beetle, with the result that many people have been deprived of their main source of income. Nearly one-third of the population of the Palau District now lives in the town of Koror, a condition which has contributed to some unemployment and resulting hardships. The measures that have been taken and contemplated by the Administration for the development of the islands are discussed in greater detail below, but in presenting this brief account, the Mission wishes to stress the fact that in addition to the many problems in the District, this further difficulty of adjustment is one which cannot be readily overcome.

Political organization

58. Politically, the Palau District is divided into sixteen municipalities, including the two outer island municipalities of Sonsorol and Tobi. Each municipality has an elected magistrate who is responsible for the government of his municipality, the collection of taxes, vital statistics and disbursements of local expenditures. The magistrate is assisted by a municipal council of ten or more individuals which helps him draft municipal ordinances which are then forwarded to the District Administrator for approval. Each municipality forwards a monthly financial statement to the District Administrator, but revenues collected locally remain in the treasury of that municipality. With the exception of those taxes now collected in support of the activities of the Palau Congress (Olbiil era Kelulau), there is no central collection agency for taxes and in no case does the District Administration directly assist in this task. Municipal governments are expected to finance the construction and maintenance of their public buildings, including schools, offices and local piers. They are responsible for the payment of salaries to elementary school teachers and other municipal employees.

59. In proportion to its population, each municipality elects annually representatives to the Palau Congress which convenes every year during April and October. Membership of the Congress during 1955 numbered thirty-five men and

two women. As the Trusteeship Council has already been informed, a significant step was taken on 15 January 1955 in granting the people of Palau additional powers of self-government by the grant of legislative powers to the Palau Congress. A Charter was granted by the High Commissioner of the Trust Territory empowering the Congress to legislate by resolutions which, when passed by a two-thirds majority of the representatives, are forwarded in English and Palauan to the Office of the High Commissioner for consideration. Unless a resolution is disapproved by him within a period of one hundred and eighty days, it automatically becomes effective. Like the municipal governments, the Palau Congress is empowered to collect taxes and make expenditures by resolution. In neither case, however, is direct financial assistance offered by the District Administration to the agencies of local government; except for small supplies of school materials and textbooks from the Educational Department, the local government is required to be entirely self-supporting.

60. The Mission received during its visit the texts of two resolutions which had been adopted by the Congress since the grant of its Charter. One of these related inter alia to the levy of taxes on tobacco products and cosmetics imported into the Palau District and the payment of taxes for refined sugar. The same resolution further provided for the disbursement of fees payable to members of the Congress and for civic improvements. Another resolution established rules governing the procedures relating to the inheritance of land now held by the Government and intended for homesteading purposes.

61. While the Mission was pleased to note the degree of responsibility that had been delegated to the Palau Congress by its Charter, it noted that legislation could only be fully implemented if that Section 20[1] of the Code of the Trust

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1/ Section 20 of the Code before amendment read as follows:
"Laws applicable in the Trust Territory. The following are declared to be in full force and to have the effect of law in the Trust Territory of the Pacific Islands, hereinafter referred to in the laws and regulations as 'Trust Territory': (a) the Trusteeship Agreement; (b) such laws of the United States, as shall, by their own force, be in effect in the Trust Territory, including Executive Orders of the President; (c) these laws and regulations of the Government of the Trust Territory and amendments thereto; (d) District Orders promulgated by the District Administrators of the Trust Territory with the approval of the High Commissioner; and (e) duly enacted Municipal Ordinances."

Territory were suitably amended. The Mission discussed this matter with the District Administrator and, later, with the Acting High Commissioner, who explained that when the Charter of the Palau Congress was granted, provision for promulgating resolutions adopted by it had not been made. Consequently, such resolutions were promulgated by means of District Orders which were published under the signature of the District Administrator with the approval of the High Commissioner. Following its visit to the Trust Territory the Mission was informed that Section 20 of the Code had been amended on 27 March 1956. Under this revision litera (e) is replaced by the following: "acts of legislative bodies convened under charter from the High Commissioner when these acts are approved by the High Commissioner or otherwise confirmed as law as may be provided by charter or the laws and regulations of the Trust Territory; and (f) duly enacted municipal ordinances".

Public meeting

62. The Mission had an opportunity to meet the members of the Palau Congress during a public meeting in which a number of people from the District also participated. The first question raised by the Palauans was the matter of Japanese bonds and savings certificates which they said were still awaiting redemption. The Mission was also asked to intercede on behalf of those people who had submitted other claims, particularly those relating to damage caused to their land and properties as the result of Japanese military operations. The position of the Administration in this matter was then explained, namely, that a final determination of the problem could only be made between the Governments of the United States of America and of Japan. The Mission noted that the people of Palau had strong feelings about the settlement of war claims which had been hanging fire for so many years.

63. At the same meeting, the Micronesian assistant manager of the Western Caroline Trading Company, stated that the people of Palau were importing more goods than they could pay for from the proceeds of their exports. As an official of the Company, he said, he was in a position to appreciate this situation and to speak with some authority. He pointed out that during the Japanese administration,

two industries in particular flourished on the islands, namely fishing and pineapple canning. Now, however, these industries no longer existed and means would have to be found to replace the industries by others which would enable the people to earn cash income. He pointed to the possible establishment of a cacao growing industry, but expressed doubts that this could be quickly developed as cacao planting was still in its experimental stage; some time would have to elapse before local people could adequately be trained in the still unfamiliar methods of planting and caring for the plants. He suggested several other means by which the people might be aided in establishing, at least in part, some of the industries which he felt might assist them to earn additional cash income while at the same time helping to reduce the unfavourable balance between imports and exports. Instead of the present practice of exporting the shells abroad, trochus shells could be processed on the island itself. Machines which could easily be operated by indigenous people might be imported for the purpose of producing buttons from trochus locally. He expressed appreciation of the efforts made by the Administering Authority to improve the educational level of the people far beyond that which they had enjoyed under previous administrations, but he felt that intensive vocational training in ship-building, carpentry and other trades would aid materially in improving the economy. He stated that some of the prevailing difficulties in the District could be traced to differences in education which the various age groups had received over the last fifty years. The people could be generally divided into three different groups. The first, comprising the older people, had received only scanty training sometime during their lives. The second group had received some education or training during the Japanese administration and it was this group which, still active in the life of the islands, would have to adjust to the new ways. The third and by far the largest group had received education under the United States administration. While the people in the first and second groups could accustom themselves to a subsistence standard of living, those in the third group could not. It was this last group which, steadily growing, would require a greater cash income to satisfy their demand for more imported goods. To meet this demand ways and means would have to be found to train these people sufficiently to enable them to earn the cash they required.

Practical on-the-job training was, in his view, one of the answers to the problem, but specialized training in the field of agriculture, stockraising, and the like would create a broader basis for greater self-reliance and economic development. The Mission was impressed with many of these constructive arguments, the more so because they reflected in many ways the impressions it had gained elsewhere.

64. An additional point raised during the public meeting related to the question of resuming mining activities on the islands. It was pointed out that bauxite and manganese deposits on the islands might be of interest to foreign companies, but the Administration, when asked to comment on the matter, explained that this possiblity had already been explored. The deposits were of a very low grade and would require substantial investments which, in view of the quantities and quality involved, would be out of proportion to the potential results. Later, however, the Mission was informed in Guam by the Acting High Commissioner that the investigation of bauxite and manganese deposits by an expert as mentioned by the Administering Authority during the debates in the Trusteeship Council during 1955 had not yet been carried out. The United States Geological Survey had as yet been unable to provide the required expert, but the Acting High Commissioner had made a renewed request to the Department of Interior for the services of a qualified expert, who, it was anticipated, would be available by the end of June 1956.

65. A further question raised in the public meeting related to 15,000 tons of mined bauxite, at present stockpiled in Palau; the question was asked whether it could not be sold to foreign interests. It was stated that the Administration had hitherto been reluctant to permit foreign companies to enter the Territory to inspect the bauxite, yet it had granted a permit to a Japanese firm to salvage scrap metal and for this purpose had permitted Japanese workmen to enter the islands. On this point the Administration informed the Mission that plans were under consideration for the sale of the bauxite in question and that the matter would be further investigated.

66. A lighter touch was provided toward the end of the meeting by one of the women members of the Palau Congress. There was a Palauan, she said, who had studies under a United Nations Technical Assistance fellowship and who was now employed as assistant

public defender, but on the other hand there was no comparably trained public prosecutor and her complaint was that too many defendants in the local courts were being acquitted.

Phosphate mining

67. While in Palau, the Mission was able to obtain further information about the phosphate mining operations on Angaur which have now been terminated, but which have been of concern to the Trusteeship Council. Pursuant to an agreement signed in December 1949, the Phosphate Mining Company of Japan was permitted to exploit phosphate in return for the fulfilment of certain contractual provisions. These included an obligation on the contractor to pay a severance fee of $2 per long ton of phosphate removed to the Trustee of the Angaur Mining Trust; a 15 per cent ad valorem tax on processed ore payable to the Trust Territory Government; rental payments at the rate of $38 per acre to Angaurese for land used in addition to actual mining areas; an annual $15,000 rental payment to the Trust Territory Government for the use of Government-owned equipment; as well as an obligation to underwrite the cost of all ground water surveys and contract supervision.

68. In order to maintain the island's fresh water supply, the Phosphate Mining Company had been required to backfill all areas mined after 1949 to a depth not to exceed one half foot below the mean ground water level, using coral fill secured from specified areas which were less than one half foot below ground water level. The Phosphate Mining Company was further required to pay for continuous hydrological observations on Angaur as well as to construct test wells, rain gauges, and to conduct regular determinations of the chloride content of the water. These obligations were fulfilled to the Administration's satisfaction and without detrimental effect on the Angaur water resources.

69. Since the area mined had been fertile farmland, the mining company was further obliged to conserve all topsoil removed from areas to be mined, and to replace this upon completion of backfilling. The Mission was informed that this obligation also had been fulfilled and that all topsoil had been replaced and planted with legumes under the direction of the staff agriculturist in order to accelerate soil rehabilitation.

70. From the severance fees paid by the Phosphate Mining Company, the Angaur Mining Trust Fund was established in 1950 with the High Commissioner as trustee. Sums accruing to the trust are invested by the trustee and allotted to three accounts: "a catastrophe account" of $25,000, a business account of $50,000 for future economic development, and the remainder in an investment account benefiting the Angaurese people.

71. Pursuant to petitions filed with the Palau District Court, a schedule of distribution of annual income from the investments of the trust fund was established. Two-thirds of the income is paid in equal shares to the eight Angaurese clans claiming ownership of the phosphate area mined. Three-fifteenths of the income is payable to the other ten clans of Angaur not owning phosphate land and the remaining two-fifteenths to the Municipality of Angaur treasury for local Government use. Until the end of 1954, annual income payments approximated $15,000. This trust fund terminates upon the death of the last resident of Angaur living in 1950. At that time the principal will be divided among the beneficiaries in the same manner and proportion as annual income payments are now made.

72. The Mission was informed that the total assets of the Angaur Mining Trust Fund amounted on 31 January 1956 to $1,338,682.87 of which $1,223,858.68 had been invested in United States treasury bonds and other Government securities. During 1955, a distribution of investment income earned, amounting to $28,274.22 had been made to the Angaur clans and municipality, exceeding by over $13,000 the regular annual distribution made to the above recipients during 1951 to 1954. The Mission discussed with the Acting High Commissioner the possibility of making changes in the provisions of the Angaur Mining Agreement which might enable the people to derive greater benefits from the funds now available through developing the island area. The Mission was informed that changes in the present agreement could not be made unless re-negotiation of its terms was approved by the competent courts, but that consideration was being given to the possiblity of changing the agreement to bring it within a more flexible framework as suggested by the Mission.

Trade and transportation

73. In Palau, as in other Districts of the Trust Territory, the Mission was particularly interested in the operation of the local trading company. In the Palau

District the Western Carolines Trading Company has been particularly successful. While enjoying a position as the largest importer in Palau, it holds only one monopoly privilege - that of handling copra for the Trust Territory Government. Otherwise, the company faces alert and successful competition from smaller firms. This competition has developed during the last three years and the business volume of the smaller firms accounts for approximately one-third of all dollar imports.

74. The Company is a stock corporation and was chartered under the laws of the Trust Territory in October 1948. It has an authorized capital of $100,000 and began operations with an original capitalization of only $10,760. The par value of each share is $10. As in the Yap Trading Company, all stockholders must be Micronesians. Stockholders elect sixteen directors who represent every municipality and these directors serve for a three-year term. The directors elect a president, a vice-president, a secretary and a treasurer, all of whom serve for a one-year period. Director's meetings are held quarterly.

75. During the first four years of operation (1949 - 52) annual gross sales averaged $231,880 and net earnings averaged $12,129. These earnings were derived largely from profits made on the sale of merchandise purchased from the United States Commercial Company and, later, the Island Trading Company of Micronesia. As these two Government-operated trading companies were the only licensed importers and Western Carolines Trading Company was one of the few licensed wholesalers, profits were all but guaranteed. During these years no dividends were paid to stockholders.

76. In early 1953, a United States manager was engaged and the company began to operate somewhat more independently of the Island Trading Company, importing merchandise directly from the United States and Japan. Lines of credit were established, additional warehouse space was leased from the Island Trading Company, accounting procedures and stock control methods were improved and many new items were offered for sale. As a result it became possible to reduce retail prices. By the end of the year the Company, as well as other importers, were purchasing their entire merchandise directly from agents and representatives in the United States

and Japan. At the end of 1955 a cash dividend of twenty per cent, $2 per share, was declared and paid. The following figures give some indication of recent growth in the Company's activities:

	1953	1955
Total subscribed capital	$10,760	$50,000
Number of stockholders	890	1,200
Earned surplus	$53,527	$134,421
Average year-round inventory	$31,500	$101,000
Number of employees	29	45
Shares owned by company employees	57	502
Number of items offered for sale	44	1,051
Gross sales	$265,495	$450,065
Expenses	$22,352	$48,672
Net income	$3,952	$52,364
Dividends paid	$2,224	$10,000

77. The Mission was informed that it was the policy of the Company to help reduce and eventually eliminate the unfavourable balance which existed between imported and exported goods, and that limited progress had been made in this direction during 1955. The Company hopes to contribute to the solution of this problem in three ways. Through better merchandising practices, actual consumer costs of imported goods are being reduced. Secondly, with technical assistance from the Trust Territory Government, copra production can be materially increased as the rhinoceros beetle is brought progressively under control, and better methods of drying and handling will ensure a higher dollar return per pound of copra produced. It is also expected that trochus shell production can be greatly increased through the introduction of more realistic conservation and harvesting techniques. Due to a rapidly rising market, trochus shell has now become the largest dollar export and efforts are being made to harvest and sell the maximum quantity obtainable. A third major aspect of the development of the island economy by the Company consists of long range plans for the development of a cacao plantation, a fishing industry and a button manufacturing industry. The manager of the Company informed the Mission that requests for technical advice to the Trust Territory Government had been made

with a view to an early development of these industries, plans for which enjoyed the wholehearted approval of the Company's board of directors and its membership in general. The Mission gained a most favourable impression of the Company's policies and plans which it discussed with both its American manager and its Micronesian officers. The Company which only seven years ago made its modest start with meagre equipment and resources, has been able through intelligent and efficient business methods to develop a thriving and promising enterprise whose success to date augurs well for the future.

78. In addition to the Western Carolines Trading Company, the Palau District has four licensed Palauan importers and wholesalers who, during the past year, imported some $117,000 worth of the total of $361,033 worth of merchandise imported into the District during the past fiscal year. In each case the wholesaler and importer is an individual proprietor with assets ranging from $90,500 in the case of Koror Wholesalers to $14,000 in the case of the small Tomengil Wholesalers. Of the five licensed importers and wholesalers in the District, the Western Carolines Trading Company imports approximately two-thirds of all the merchandise entering the District. There are in addition some 13 Palauan retailers with licences permitting each of them to import up to $2,000 worth of merchandise annually. Such items are usually consumer goods with limited turnover and are purchased to satisfy the particular needs of a relatively small number of customers. To date, only the Western Carolines Trading Company has exported goods from the Palau District, although there is no restriction on other licensed exporters doing likewise.

79. Inter-district transportation for goods and services is provided by an AKL-type vessel of 3805 gross tons, operated for the Government by the Micronesian Pacific Lines. It calls at Koror approximately every second month. Depending upon the needs of the Territory, this vessel may be scheduled to sail from Koror to the other Districts of the Territory or to call at Koror after touching at the other Districts. Since it does not call at Yap, a great part of the cargo destined for that island is trans-shipped through Koror via a smaller AKL-type vessel of approximately 558 gross tons. The vessel is scheduled to call approximately each ten weeks, and it provides intra-district transportation to and from the southwest Islands of Sonsorol, Tobi, Menir and Pulo Anna. On its departure from Koror, it carries trans-shipment cargo

to Yap. Other local transportation is provided by some 150 small privately owned motor boats. Three regular schedules are maintained by four of these boats, two of which are 40 feet in length and the other two 50 feet.

Agriculture

80. Because of the importance which had been attached by both the people and administrative officials to the need for improving the trade of the District, the Mission devoted its attention to the production of copra and cocoa.

81. The Palau District is at present engaged in a beetle control programme which is designed to reduce and arrest the multiplication of the rhinoceros beetle through biological controls and save existing trees in areas still unaffected. To this end the beetle control work has moved in two directions: the introduction of predatory parasites such as the scolia wasp and the hysterid beetle, and field sanitation involving the removal of compost accumulations and dead coconut trees which provide breeding places. The Mission was informed that as from June 1955, the beetle control programme, which was formerly directly under the supervision of the Trust Territory Staff Entomologist, had been transferred to the District Agricultural Department. Of the 14 municipalities in the Palau District which are infested by the beetle (the southwest islands of Sonsorol and Tobi are as yet unaffected), all but two have been cleared of breeding places by the beetle control crew. In the remaining two municipalities of Nghesar and Airai, work is expected to be completed before the end of the present calendar year. Field operations for beetle control are carried out by a crew of seven Micronesian employees of the Administration who spearhead the work of volunteer groups of local inhabitants; they cut down diseased trees and destroy compost pits and areas where sawdust has accumulated. On the island of Ngesebus off Peleliu Island, where a new municipal coconut planting of approximately 140 acres was established in June 1954, coconut log traps have been set up and these are checked daily by a five-man crew from that municipality. The use of these traps, together with the continued destruction of compost accumulations, has to some degree reduced the rhinoceros beetle population in the Peleliu area, and has resulted in a reduction of damage to young coconut plants. On Koror, measures are being taken to increase the scolia wasp population for further distribution to outlying areas of beetle infestation.

82. While some progress has been achieved in bringing the rhinoceros beetle under control, the Mission noted, nevertheless, that copra production on Palau, which in 1953 amounted to 693 tons, had fallen off to 612 tons in 1955, although this reduction had been offset to some degree by the increase in copra prices in 1954 and 1955. The Mission was informed that replacement of nearly 50 per cent of the destroyed trees could not be expected soon in view of the fact that beetle control did not imply that tree replacement could be undertaken immediately, since it would require some time to ensure that affected areas were safe for replanting. The Administration expressed the hope that the level of copra production in 1956 could at least be maintained at the level of 1955.

83. As a possible means of diversifying agriculture on the islands, experiments with cacao planting have been conducted for some time on Babelthaup. The Mission visited the cacao plantation at Aimeliik where the previous visiting mission in 1953 had been shown the beginnings of an experimental station. The Mission was shown an area, now comprising some 240 acres with nearly 100,000 cacao trees, some of which are already bearing, where three years before, only a few seedlings had been transplanted. When the islanders have been trained in the planting and care of cacao trees, the Administration plans to distribute trees to local planters. The Mission asked whether these plans of the Administration could soon be brought into operation in view of the need for increasing agricultural activity and income on the island, but was informed that this was doubtful. Long and intensive training would have to be undertaken before the islanders, who were entirely unfamiliar with cacao planting, could cultivate it on their own. The Mission was of the opinion that more staff and practical planning were required for the development of cacao cultivation in the District. This applies no less to the development of agriculture in the District in general.

Health

84. A general hospital with a capacity of 105 beds serves as a medical centre of the District and is directed by a United States physician. This hospital is well equipped but the buildings are poor, although a programme of reconstruction

and replacement is well in hand. The Mission was informed that additional funds had been made available to replace the existing older structures within five years. The physician is assisted by four graduate medical practitioners, four dental practitioners, fourteen graduate nurses as well as by twenty-eight other hospital employees. The Mission was informed that most of the medical practitioners were graduated from the Suva School of Medical Practitioners, and that two of them had received three years' training under the former United States Naval Medical School for Practitioners and Nurses at Guam; all nurses were graduates of the naval training programme. The Mission was told that the practitioners were of high calibre, capable of using modern diagnostic equipment, laboratory facilities and drugs. They were able to handle obstetrical and many major surgical problems and were well versed in the various specialties. They commanded the respect of both the Palauan and local American communities.

85. At the present time efforts are being concentrated on the problem of tuberculosis, the incidence of which is extremely high in the District. Approximately eighty in-patients are currently accommodated in the tuberculosis wards, and modern drug therapy with combinations of streptomycin, isonyazid and para-amino salicylic acid is practiced. Rehabilitation programmes in occupational therapy and school classes for tubercular children have recently been started.

86. A medical team consisting of the District Director of Public Health, the public health nurse, a student nurse and a sanitation worker has started a programme of tuberculin testing municipality by municipality and serious cases are admitted to the hospital. Peleliu was the first municipality surveyed, and all school children were tested. "Positive" reactor cases are now being brought to Koror for chest X-rays. All patients admitted to the hospital who had not been previously tested receive tuberculin tests, and those with histories of contact and with "positive" reactions are likewise X-rayed, as are all school children in Koror. As a major step in combatting tuberculosis, BCG vaccine will be made available during 1956. Experiments are being conducted with home treatment of tubercular patients who are no longer contagious. They are encouraged to continue to undergo further treatment and receive regular instruction to that effect.

87. Stress is being put on the aspect of preventive medicine in the field. Teaching teams consisting of members of the Medical, Dental, Sanitation and

Education Departments make field trips approximately every six to eight weeks to designated municipalities for the purpose of instructing the people by means of lectures, visual aids, shows, and example, how their general health may be improved.

88. In addition to public health services, a Trust Territory School of Nursing was established on Palau in June 1955, which will serve as a central training establishment for nurses in the Trust Territory. The two-year nursing course, which is conducted by American instructors, has as its objective the training of nurses for positions in District Hospitals and health centres on the outlying islands. The first year course concentrates on classroom work, with particular emphasis on theoretical training, while the second year stresses practical hospital training. The Mission visited the new school building and met ten student nurses who were undergoing their training. It was shown textbooks, visual aids and other materials used in the training course and was greatly impressed by the modern methods which were employed by the school instructors.

3. The Truk District

General

89. The Truk District covers an ocean area of approximately 180,000 square miles. Over this great stretch of sea are scattered 100 islands with a total land area of only 70 square miles, thirty-nine islands are permanently inhabited.

90. The eleven main islands, mountainous and of volcanic origin, are surrounded by the Truk Atoll. It is not a true atoll; it consists rather of an enormous coral ring ranging in diameter from thirty to forty miles. The Truk Atoll lies in the approximate centre of the District. The population of the District is 17,334 of whom 11,548 live on Truk Atoll, 4,116 on the Mortlock Islands and 1,670 on the Western Islands.

91. The Trukese are subsistence farmers and, while there is some difference between subsistence activities on low coral islands on the one hand and high volcanic islands on the other, for the most part the subsistence economy has the same pattern throughout the district. Breadfruit is the most important staple crop and it ripens in abundance from about April through September. During this period there is plenty of food for everyone and the surplus is preserved by peeling and slicing the fruit and placing it in shallow pits in the ground. The result is a kind of "breadfruit silage". On some of the low coral islands, where population densities are high, food is so scarce during the dry season that the people have to import supplies of the preserved breadfruit from friends and relatives on Truk Atoll. Taro and breadfruit form the bulk of the Trukese diet. The protein complement is made up largely of fresh fish. But despite the variety of techniques used to catch them including the use of lines, nets, traps and weirs, fish are frequently in short supply. Hence, pigs, chickens and tinned meats and fish are relied upon to supplement the protein diet. In addition to these staples, a variety of other foods helps to round out the diet. Among these are sweet potatoes, cooking bananas, tapioca, a large number of fresh fruits, rice and flour. Practically no vegetables, however, are either grown or eaten.

92. All the people of the Truk District speak the Trukese language, a branch of the Malayo-Polynesian language family. Most of the islands have their own dialects which are, however, mutually intelligible, with the exception of those spoken on Puluwat and the Pulusuk Islands about 200 miles to the west of Truk Atoll. The people on these islands can neither understand nor be understood by the people of Truk Atoll.

Political organization

93. The Truk District is divided into thirty-nine municipalities, each headed by an island magistrate or chief. Five of these chiefs, in the Western Islands, hold hereditary titles, while the remaining thirty-four are elected bi-annually by secret ballot. In eight municipalities the chiefs also serve as community court judges. The judges are nominated by secret ballot and receive their appointments from the District Administrator. Three judges serving on the District Court are appointed by the High Commissioner of the Trust Territory. Community and District Court judges are appointed for definite periods specified in their letters of appointment, subject to removal for cause after hearing by the Trial Division of the High Court.

94. The chiefs meet in annual conference to consult with one another and to discuss with the District Administrator problems of mutual interest. They enjoy powers of legislation by resolution[1/] similar to those in effect in other Districts and decide on matters concerning the local budgets, taxation and disbursement of funds for local projects.

95. During the chiefs' annual conference held in January 1956, it was decided to establish a committee system for the discussion and presentation of reports to the general conference. A Permanent Advisory Committee, known as the PAC, is composed of six chiefs selected by the chiefs' conference. Four of them are from the Truk Atoll, one from the Western Islands, and one is from the southeastern islands. Each member of the PAC is chairman of one of the

1/ See paras. 59-61.

committees, including those for land, business, education and health, agriculture and fisheries, taxes and budget and government.

96. The PAC advises the Administration concerning District programmes, approves expenditures of tax money, approves new regulations and orders and refers them to the islanders if necessary. In addition, members serve on the Land Advisory Board, and the Parole Board and supervise the work of the Trukese District Office.

Land

97. The Land Advisory Board has played a prominent part in the establishment of land values and of the methods to be used in returning lands to private owners. The Mission was informed that funds had recently been made available to settle all known claims for damage, use, occupation or control of privately owned land in the District for the period 1945 to 1956, and that further funds had been allocated to continue rental payments on the small privately owned land area which the Administration would continue to utilize. These payments would be made until the full "use-right" value of the land had been repaid. It was pointed out to the Mission that the Government was not purchasing the land, and although "use-right" was retained, the islanders were still permitted to gather fruits from plants within the areas retained prior to their formal notification of its retention in 1954. The Mission was gratified to note that the funds thus made available to the local Administration would be disbursed to the claimants beginning in March 1956, and that the final settlement of this matter could be expected within ninety days from that time.

98. The Mission was informed that the homesteading programme in the District was at present merely in its planning stage. The Administration had requested the Land Advisory Board to consider proposals for homestead regulations at its forthcoming meeting. It was emphasized, however, that land for homesteading purposes was extremely limited in the District, available land being restricted to the Hall Islands and a few others in the northwestern group. It was, therefore, anticipated that the establishment of a homestead policy would be extremely difficult since only a few of the eligible applicants for tracts could be accommodated. The increasing pressure of population on land in the Truk

District is considered largely due to improved medical care and better techniques in public health, which have helped in reducing mortality and in increasing the life span of the population. It was pointed out to the Mission that in the Mortlock Islands, to the south of Truk, at least one island has a population density of more than 2,000 persons per square mile. In an effort to ease the pressure of population, the Administration recently assisted a group of people to migrate to Ponape where an abundance of land made it possible to settle them on homestead areas. Further movements of this kind are contemplated.

Trade

99. Farming and fishing for local consumption are the two principal economic activities in the District, copra being the principal cash crop. The marketing of local products is in the hands of the Truk Trading Company which, similar in organization to companies in other Districts, has since 1955 carried out the functions of the now defunct Island Trading Company. Chartered in 1947, it began its operations with a capital stock of $26,725 raised by the sale of 1,069 shares at $25 par value each. At the end of 1955, capital stock totalled 3,351 shares at a par value of $83,775.

100. The excellent growth of the Truk Trading Company due to the forward-looking and well-planned business operations which characterize similar operations in other Districts, is reflected in its record of sales during the period of its existence. At the end of 1948, total net sales amounted to $278,950 with a total net profit of $26,026. By the end of 1954, its net sales had been expanded to $929,152. The Mission was informed by the Company manager that total sales for 1955 would be in excess of $950,000 and were likely to exceed $1,000,000 by the end of 1956. The Mission visited the compound of the Company and was impressed by the high degree of organization which had been achieved during the brief period of its operation. As well as its general wholesale and retail merchandising operation, the Company operates a bakery, theatre, a commissary store and a restaurant and acts as a sales agency arranging the supply of merchandise directly from the manufacturers to firms in other Districts of the Trust Territory.

101. In addition to the Truk Trading Company, two indigenous operated and managed enterprises help to serve the needs of the District. The first of these, the Truk Co-operative, is not in fact a true co-operative. It is a wholesale and retail merchandise stock company established in 1954 and has a membership of 350 stockholders. Initially, it was named the Mortlock Trading Company, as it had been intended by its founders to serve the Mortlock Islands. The officers of the Company told the Mission that they were in active competition with the Truk Trading Company, which was shipping goods to the outlying islands aboard District ships for sale to the islanders. Frequently, however, the District ships would not bring the variety of goods desired by the Mortlock people, the bulk of the merchandise having been sold before the ships reached there. They felt, therefore, that they could meet the needs of the islanders better by establishing an organization of their own which would at the same time provide local employment. They stated further that their trade had not been confined entirely to the Mortlock Islands, but that they had been able to sell goods on Moen Island as well. They had later changed the name of their company to that of Truk Co-operative, under which it subsequently received a charter from the High Commissioner. During the one year of operation, capital stock had grown from an initial $3,500 to nearly $20,000 by the end of 1955, and the officials of the Company were confident that if operations continued to be successful, dividends could be paid to stockholders during 1959.

102. Another and, in the view of the Mission, perhaps even more significant demonstration of initiative by indigenous people of the District was displayed by the founders of the Nama Trading Company on Nama Island. The project was begun on a co-operative basis in August 1953 with a borrowed capital of only $250; shirting material was purchased and the wife of an American official undertook to instruct the women of Nama in shirt making. The proceeds from the sale of the shirts were used for the purchase of additional material. Interest grew gradually in the project, and other islanders invested their money in it. As sales began to increase, the islanders gained confidence and, realizing that their co-operative effort was successful, decided to expand their operation. By September 1954, a capital of $1,753 had been raised after repayment of the initial loan. With this fund the Nama Trading Company was formally brought into

existence. In 1954 the first Nama store was built on Moen island and another structure was added in 1955. The Mission was told that in moving the Company's store rooms to Moen Island, its officers and employees had considered that their presence there would enable them to work on a part-time basis for the local Administration, thus obviating the need for drawing full salaries for their services and enabling the Company to obtain higher profits and to accrue increased working capital. At present 130 persons own stock in the Company valued at $4,060. Recently, residents of the island of Kutu requested permission to purchase stock in the Company and its board of directors, seeing an opportunity for a further outlet for their merchandise, agreed to this. The present estimated capital of the Nama Trading Company now stands at $27,000. It was explained that the rapid growth of its capital was aided by the fact that much of the work of the Company had been performed by its officers for extremely low wages and overhead had been kept to a minimum.

Communications

103. The Mission inspected the workshops of the Communications Department of the Trust Territory which has its headquarters on Moen Island and recognized its vital importance in linking the Districts of the Territory more closely together. The acquisition of equipment and the adapting of it to replace obsolete and deteriorated installations are more than half completed.

104. All District centres are linked together by radio-telephone and radio-telegraph. At present, the Guam headquarters of the High Commissioner are linked with five of the six Districts and extensions are under way which will enable the High Commissioner to have immediate contact with all of his District Administrators. Each District radio station is operated by an American communications officer and a staff of Micronesian operators who received their basic training within their own Districts and continue to receive on-the-job training.

105. The first move toward extending emergency coverage to the population on outer islands was taken in October 1953 when a broadcasting station was constructed out of salvaged military radio equipment and commissioned at Majuro in the Marshall Islands. The Mission was informed that during the commissioning

ceremony, Marshallese leaders spoke by radio to their people, many of whom own portable radio receivers. When reports of the establishment of the new station spread, many more people began purchasing radio sets.

106. Point-to-point communications experiments were carried out in the Truk District in November 1953. A small radio-telephone station was installed on Lukunor Island, which was operated by an indigenous school teacher. Since then, other stations had been installed in the Namonuito Group, the Hall Islands, the Puluwat Group and Losap Atoll.

107. The Mission was informed that there was considerable evidence of increasing interest in radio on the part of the population, who were constantly making inquiries concerning the use and cost of radio equipment. As an example of their awareness of the importance of radio communications, the Mission was told of an incident which had occurred on Paluwat Island, where the people had attempted to make use of radio in an effort to save the life of their school teacher. They had sailed their canoes for almost three days, fighting winds and heavy seas to reach the small radio station of Ulul Island, in the Namonuito Group, in order to radio for medical help to the authorities at Truk. Their efforts had unfortunately been in vain, as the school teacher had died before their return; but, they now have their own radio station.

108. The installation of non-governmental communication services is encouraged. The operators of any small craft can now readily equip their canoes, schooners or motor vessels with radio and obtain licences without payment of fee or troublesome formalities. The Marshall Island Import-Export Company is purchasing radio-telephone equipment for six of its branch stores throughout the Marshall Islands. When the system is completed, their vessels and branch stores will be in constant communication.

109. In carrying out the various phases of the communications programme strong emphasis had been placed on training of Micronesians. All District communications officers are conducting classes for radio operator trainees and continue to train those men already qualified as radio operators. Qualifications have been raised sharply to include training in the use of English. In 1953, only one Micronesian was qualified as a supervisory radio operator. In 1956, there were five. Under present revised rules, personnel must now qualify in radio-telephone

and aeronautical communications, and it is the aim of the Administration to bring the Micronesian operator to the same level required of operators in any metropolitan country.

110. Another service rendered to the population through radio communications is the supply of weather information. A number of Micronesians are now undergoing training at the Truk Meteorological Station operated by the United States Weather Bureau. They will, upon completion of their training augment existing American personnel stationed in the Districts of the Trust Territory who, aside from providing weather data to international shipping and air services, are keeping the people of the islands informed of weather conditions in their own areas.

Health

111. A seventy-five bed hospital staffed by a United States physician, a hospital administrator and forty-two Micronesian employees, including two medical practitioners and two interns, serves the medical needs of the District. The hospital facilities at present are undergoing extensive modernization, with construction nearly half completed, and these changes will eventually provide a 25 per cent increase in bed capacity. Out-patient facilities have already been doubled and an isolation room and mental ward have been added.

112. The Mission was informed by the staff physician that tuberculosis and intestinal parasites were the major health problem in the District. In his opinion, education was the primary weapon with which to combat these problems. He suggested also that the employment of specialists in sanitation would serve as a further means of reducing the incidence of diseases.

Education

113. One of the most important of the functions carried out in the District relates to the work of the educational services. Truk is at present the site of the Pacific Islands Central School (PICS) where 117 students are enrolled from all Districts of the Trust Territory. Its teaching staff comprises an American principal and six American and four Micronesian teachers. The school offers the highest education within the Trust Territory. It provides general secondary education for selected graduates of intermediate schools and has the

following purposes: to form good citizens and community leaders; to give the educational background required for later specialization at the District level in such fields as teaching, communications, agriculture, accountancy, administration and nursing; and to prepare a few selected students for higher education. It is a two-year programme that includes social studies, languages, mathematics, science, economic understanding, agriculture and technical knowledge suited to Micronesian needs. Agriculture is emphasized because of its importance to the economy of the area. Elective classes are offered in teaching, typing, library training, world news, music and special subjects in which the teachers had training and which are requested by a sufficient number of students. A third year will be added to the programme beginning next September. This third year will be highly selective and only twenty-five students will be admitted during the first term. Greater opportunities for specialized training will be offered.

114. Higher education is normally extended to graduates of PICS at the University of Hawaii. Hitherto the students have usually required a supplementary year in high school in Hawaii before entering the university, but it is hoped that the additional year at PICS will obviate the need for this in the future.

115. Since present facilities at PICS support only 120 students comfortably, each of the Districts has been assigned a quota of one student at PICS for every thousand inhabitants and fraction thereof for each year of school. The Administering Authority covers all the travel, subsistence and incidental costs of maintaining students at PICS, but the students contribute to their own self-support through work, agricultural and fishing activities.

116. The present school plant, including the student dormitories and mess facilities, are in an advanced state of deterioration and although repairs are constantly carried out, it appeared to the Mission that the physical appearance of the buildings raised considerable doubt as to their continuing usefulness for any length of time. The Mission was informed, however, that funds have been made available for the construction of permanent buildings on a site on Ponape where, the Administration considers, the interests of the educational needs of the Trust Territory could be better served than at Truk where congestion is a serious problem.

117. The Mission had an opportunity of meeting the students of the Pacific Island Central School together with a number of young Micronesian teachers who were undergoing additional training courses at the school. The President of the student body welcomed the Mission on behalf of the students and asked[1] that the school be moved to a new site at an early date in order that classes could be started there by September 1957. The students desired an increase in the number of scholarships for study outside the Trust Territory including increased opportunities for studies in advanced training. The students showed great enthusiasm about the plans for the new school and about a proposed increase in the allocation of scholarships which, if approved, would double the present allocation of one scholarship per year for each District. They added that it would be desirable if more Micronesians could be enabled to attend meetings of the United Nations but they realized that the cost of travel and the great distance separating the Trust Territory from the United Nations Headquarters would preclude this possiblity for some time to come. During their informal discussions with the students, members of the Mission were favourably impressed by their fluency and knowledge of English and familiarity with world affairs. Their questions concerning world problems and United Nations activites demonstrated their deep interest in every phase of current events and showed that they understood how these events affected the people of the Trust Territory.

118. In order to gain a wider acquaintance with the educational policies pursued by the Administering Authority, the Mission held discussions at the headquarters of the Education Department of the Trust Territory at Truk with its Director and members of the educational staff at Truk. The Director explained that it was the policy of his Department to build an educational system rooted in the needs of the people in order to create in them a better understanding, a feeling of responsibility and a desire to participate in the development of their own education.

119. Education was concerned with more than its formalized aspects, and to be true education it required the participation of the people of the communities

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1/ See Annex I, p. 8.

of the Territory in their own improvement. The Education Department was, therefore, committed to encourage fundamental education, aware as it was of the fact that good schools could not exist in poor communities. It was, therefore, desirable to make schools responsive to the needs and problems of the communities where they existed. At the same time the Administration endeavoured to broaden the base of education generally among all the people, and to select future potential leaders for training in higher education to enable them to take over responsible positions in government, education, health, agriculture and other phases of the economy.

120. The over-all educational objectives of the Department are: (a) to develop skills in reading, writing, speaking, listening, discussing and calculating; (b) to train in vocational skills (agriculture, carpentry, weaving and other useful crafts, technical and commercial skills) necessary for the economic progress of the people; (c) to improve homemaking skills (food preparation, nutrition, child-care, care of the sick, home improvement, clothes-making); (d) to stimulate self-expression in their indigenous arts and crafts; (e) to promote better health education through personal and community hygiene; (f) to give more knowledge and better understanding of the physical environment and natural processes (science, geography) and of the human environment (economic and social organization, law and government); (g) to impart knowledge about other areas of the world and the people who live in them; (h) to develop qualities to fit the people to live in the modern world (civic responsibilities, understanding of human rights, respect of other people's views, personal integrity, the meaning and exercise of freedom and its relation to the general welfare, etc.); (i) to develop spiritual values and ethical ideals by promoting understanding between peoples, development of a sense of social responsibility and individual self-discipline; encouraging respect for the good features of the traditional beliefs and customs of the people, building upon them and adapting them to a wider conception of man's duties to his fellow men and his place in the world; diffusing throughout the curriculum a moral and spiritual purpose directed toward the happiness of the individual and the community; and developing a sympathetic understanding of different religious backgrounds and beliefs.

121. During its visits to this and other Districts, the Mission observed that District Directors of Education enjoyed a substantial degree of autonomy in regard to the application of the policies of the Department of Education. In reply to questions asked by the Mission in this connexion, the educational authorities explained that such a degree of autonomy was a necessary requisite to implementing the objectives of education in the Territory and furthermore, that the diversity of conditions between one District and another made this unavoidable. Time, patience and hard work would be required to overcome the difficulties presented by cultural differences and variations in degrees of advancement of the people and in the different standards of the Micronesian teaching staff. An important step toward this end was taken by providing eight weeks annual refresher courses and additional training for teachers in the Districts. At the moment, it was pointed out, only 25 per cent of the elementary school teachers were graduates of the Pacific Islands Central School, and it was anticipated that as more teachers graduated from the school, a wider uniformity of educational levels would be attained. In the meantime, emphasis was placed on District programmes to further teacher education through the development of effective programmes to meet the present needs.

122. The Mission appreciated the difficulties inherent in devising and carrying out an educational programme for an area with the geographical features and the widely differing cultural backgrounds of the Trust Territory. It considers, however, that in order to carry out such a programme successfully, there is need for more trained staff, both professional and administrative, and more educational facilities and materials. The Mission was perturbed to note that the office of the Director of Education was staffed merely by the Head of the Department and a secretary, and moreover, that present plans do not call for increasing this inadequate staff.

123. Another school visited by the Mission was the Catholic Mission School on Moen Island. The boys of Xavier College secondary school which is situated in another part of the Island and which the Mission was unable to visit, were present and the Mission was favourably impressed with their bearing and alert intelligence. The Mission school which was visited accommodates 240 pupils of which ninety-three are boarding and 147 day pupils with a staff of twelve Fathers

and four Sisters. It has a relatively large staff of instructors who have been able, not least by virtue of their continuity of service on the Island, to render valuable service to the pupils. The curriculum of the school follows generally the educational policies of the Trust Territory. The school is housed in a modern concrete building with adequate classrooms and recreation facilities and provides instruction to pupils in grades up to and including junior high school.

Justice

124. In Truk, the Mission also visited the recently established Micronesian Prosecutors School. Responsibility for law enforcement in the Trust Territory rests with the Trust Territory Insular Constabulary. One aspect of this responsibility includes prosecution of all misdemeanours, investigation of all crimes and preparation and assistance in the prosecution of felonies. Accordingly, members of the Constabulary have been admitted by the High Court to practise law in each of their respective Districts of the Territory. A group of trial assistants had been trained during the earlier period of the present Administration, but the need for more personnel soon became apparent. Consequently, an eight-weeks' training course on an experimental basis was opened recently, which was designed to remedy the personnel shortage.

125. The course concentrates on criminal law, criminal procedure, criminal evidence and organization of and practice in the courts of the Trust Territory. The courses are taught by the "case" method, in which court cases are studied, due emphasis being placed on applicable statutes and rules and regulations. Classes are held five days a week with daily study periods averaging ten and one-half hours for each of the fourteen students in attendance.

126. The Mission discussed the work of this school with the American District Attorney who was in charge of the students. He stressed the fact that the course was still experimental in nature and that an evaluation could only be made after its conclusion, but he stated that the potential of the present group was satisfactory. He felt that they were capable of being developed much further if more time, teaching staff and funds were made available. In the present instance, the Mission again was of the view that shortage of staff, occasioned by lack of funds, was responsible for the inadequacy of the services

rendered to the Trust Territory. Moreover the Mission is of the opinion that while the establishment of the course for trial assistants merits commendation, it is too short to impart to the students the full training which they need if they are to carry out their tasks with proper confidence. Accordingly, the Mission is of the opinion that due consideration should be given by the Administration to extending the length of the present courses in order to train better qualified prosecutors.

127. The Mission visited the Chief Justice of the Trust Territory, whose headquarters are located in Truk, and learned in detail of the many problems which confront the administration of justice. The most important of these are the intricacies of the social structure which have a large bearing on judicial matters, the complexity of land tenure and titles, the lack of adequate training for local judges and the shortage of staff. The Mission was glad to note that the higher courts make frequent and valuable use of the technical knowledge provided by the District anthropoligists, but feels that care should be exercised lest the assistance so given should prejudice their relations with the people and the confidence reposed in them. The Mission wishes also to state at this point that it noted with satisfaction the autonomy enjoyed by the Judiciary.

Public meetings

128. Of the three public meetings which it held with people of the District, one took place on Moen Island, the administrative centre of Truk, another on Tol Island located within the Truk Atoll, and the third on the outlying atoll of Lukunor, which is located 167 miles southeast of Truk.

129. Lukunor is a small atoll in the extreme southeastern part of the Mortlock Islands, which had not been visited by any previous mission. There, the people had prepared an elaborate reception. Welcoming arches made of many varieties of floweres had been erected, and flags of the United Nations were prominently displayed. In greeting the Mission, the teacher of the local school stated that the people were well cared for by the Administration, but that their cash income from the sale of copra and trochus shells was still relatively low. Consequently, they were unable to buy all the trade goods they desired. For that reason, some

of them wished to seek employment elsewhere. In addition, they wanted an opportunity of purchasing surplus war equipment of all kinds for purposes of trade. He added that some help had been given to the island during the past year, when one man had been sent to Truk for training in the planting and care of coconut trees. This man had since returned, and was assisting the islanders in the selection of seedlings and grading of copra. He pointed out that the replanting of trees would be of benefit to the island, particularly in view of the fact that the Japanese had, during the war, cut down all the coconut trees on the island. Most of these had now been replaced, but additional planting would be necessary to restore or increase the pre-war capacity of the island production of copra. He raised as well the question of the delay in settling the war claims of the islanders who had lost property which had been destroyed by the Japanese. The islanders also wanted an early redemption of Japanese securities which many of them had been forced to buy.

130. Similar issues were raised during the meeting held on Tol Island, which is divided into four municipalities and has a total population of approximately 3,000 people. In addition to bringing up the question of war claims, the people wanted an increase in the price of copra. During the discussion of this matter, however, the Mission noted that the people did not fully understand the factors determining the price of copra, nor the reasons for the existence of the Copra Stabilization Fund and its functions.

131. A Micronesian official requested that his nephew at present residing in Japan be allowed to return to Tol. He had made several appeals to the High Commissioner to this effect, but no action had been taken in the matter. The speaker was informed that his request, together with a number of others, was under review by the High Commissioner, and it was hoped that a reply would be forthcoming before long.

132. The third public meeting was held on Moen Island. The leading chief of the community stated that under the present Administration, the people were enjoying a degree of freedom unknown under any previous administration. Nevertheless, he said, one of the shortcomings of the present regime was the constant turnover in the administrative staff. He urged that this condition

should be corrected. He complained also that the difficult economic conditions prevailing on Truk were not being alleviated as rapidly as the people had hoped. Three industries in particular had been thriving under the former Japanese administration - the production of coconut fibre, coconut husks and hibiscus bark - and he requested that efforts should be made to invite experts and foreign capital to aid in developing these now defunct industries.

4. The Ponape District

General

133. The Ponape District in the Eastern Carolines is distinguished for its fertile soil, abundant rainfall and lush vegetation; it is sometimes referred to as the "Gardenland" of the Trust Territory. The District includes the two large volcanic islands of Ponape and Kusaie, and eight coral atolls. Ponape is the second largest land mass in the Trust Territory, only Babelthuap in the Palaus being larger, while Kusaie ranks fourth in land area among the islands.

134. Kapingamarangi and Nukuoro Atolls, far to the south, are included within the Trust Territory of the Pacific and are part of the Ponape District, although their people are Polynesian rather than Micronesian. Recently, in order to facilitate transportation services, Ujelang Atoll was transferred to the Ponape District from the Marshall Island group, of which it is culturally a part.

135. Ponape, seat of the District administration, and Kusaie are "high islands" which rise more than 2,000 feet above sea level at their highest elevations. They lie in an area which receives the northeast trade winds through most of the year. From November until March, winds increase considerably in strength, but although Ponape is on the edge of the typhoon-breeding area, storms are not common and serious wind damage is rate.

136. Ponape and Kusaie are among the islands having the highest rainfall in the Pacific. Kusaie has a mean annual rainfall ranging from 180 inches on parts of its east coast to more than 250 inches in a valley of the western coast, with probably greater precipitation in the interior. The low lying atolls receive less precipitation, but still have adequate rainfall for vegetation. Of the total population of 12,579, over 8,100 live on Ponape island proper.

137. Like most Micronesians, the people of the Ponape District are gardeners and fishermen, living in scattered farmsteads or hamlets rather than in villages. According to anthropologists extended families or lineages have constituted the basic residential and subsistence units and they hold importance as social and political determinants; their society has been based generally on fixed relationships between groups of people and resources, and on status determined by birth in high-ranking kin groups, rather than by individual effort. Opportunities for ambitious men to gain prominence and prestige do exist, however.

138. The culture of the Kapingamarangi and Nukuoro people tends in the direction of Western Polynesia. Their lives are closely tied up with the sea, and they are excellent fishermen and sailors. Their social and political life is more closely bound together than that of the Micronesians and, unlike the Ponapeans, their dwellings are clustered in villages.

139. A native of Ponape is born, the Mission was told, into one of more than twenty clans. His clan is that of his mother, and he may not marry another member of it. The island itself is divided into five formerly independent tribes now known as "districts", in each of which there are two lines of chiefs which are headed by individuals called Nanmarki and Naiken respectively. The "districts" are sub-divided into a number of sections headed by appointees of the principal leaders. These sections are further sub-divided into farmsteads occupied by individual households. The rule of the Nanmarki and Naniken was formerly absolute and all land in their respective districts belonged to them, but in 1912 the Germans issued private deeds of land ownership. Nevertheless, deference to and respect for the Nanmarki and other nobles are still marked and traditional forms and customs still play an important role in the everyday life of the Ponapeans.

140. A constant reminder of the past and a source of great pride to Ponapeans are the ruins of Nan Madol which are the most impressive archeological relics in the Trust Territory. Standing on a cluster of semi-artificial islands on the southeastern part of Ponape Island are ancient walls, the largest of which is forty feet in height, constructed of enormous basalt blocks. At this site was the residence of the Saudeleurs (chiefs) who governed the island in prehistoric times. All that remains today are the imposing ruins of an elaborate ritual centre and a cemetery area which are maintained as an historic shrine by the people of Ponape. During its visit the Mission had an opportunity to visit Nan Madol and also to attend at Madolenihmn a traditional but now rarely performed Sakao ceremony which was given in its honour.

Political organization

141. The strong traditional forms are, however, gradually giving way to more modern representative forms of local government. Under the present Administration, a system of local municipal government was introduced on each island of the District. At the outset, this system preserved some of the hereditary titles and prerogatives of the local chiefs. It was pointed out to the Mission that the primary problem in local government was the blending of modern political institutions and the earlier forms of indigenous political structure. Whereas local government authorities have been elected or appointed during the last ten years, hereditary leaders of each community have continued to function. With advances made in the field of education, the demand for more freedom of self-expression by the younger generation has grown over the years and passive resistance to traditional rule is making itself felt. Significantly, during a meeting of representatives of all Ponape municipalities in 1955, it was decided to select all local officials through popular elections rather than by appointment, and the Mission was particularly interested to note that many of the officials who requested the change were themselves holders of high hereditary titles.

142. A District-wide legislative body known as Ponape Congress, held its first meeting in 1951 at Kolonia, the principal town on Ponape Island, and was granted its charter in 1952. It represents the five "districts" of Ponape Island, and is composed of two houses - the House of Nobles and the People's House. The House of Nobles is made up of five nobles from each of the five municipalities of the island, while the People's House consists of elected representatives chosen on the basis of universal suffrage by adult citizens, one representative being elected for each 300 inhabitants. The Congress normally meets twice a year and each House prescribes its own rules of procedure. The resolutions which may be adopted by the Congress become law when approved by the High Commissioner.

143. Certain changes in the Charter of the Ponape Congress are now under contemplation, in particular as regards the length of the term of office of its members, which was not limited in the original document. It is noteworthy that the Congress did not hold any of its regular meetings during 1955 as the result of

certain difficulties which had developed in Kolonia. The Mission was informed that the majority of the 911 residents of Kolonia were outer-islanders who had settled there since World War II. They had come to feel that their township should be separate from that of the municipality of Net in which it is located. This issue had generated strong feeling and public meetings were held in 1954 and 1955, at which the District Administrator was requested to clarify the political position of Kolonia.

144. The Congress had decided not to hold further meetings until the issue had been resolved. A settlement had been reached when representatives from Net municipality and Kolonia met together to draft a municipal charter for Kolonia which, after approval by the High Commissioner, took effect in March 1956. Under the Charter, Kolonia was not separated from Net, but established its own elective government consisting of a mayor, secretary, treasurer and council, with jurisdiction confined to the town limits.

145. Despite the problems inherent in a community where traditional customs tend to retard political development, the Mission felt that the gradual transition from the older forms of traditional rule to more democratic political institutions had been made without apparent disturbance to the existing social life of the District. The Mission was of the opinion that the gradual changes made during the last few years would serve as a sound basis for further reforms which could be made as development in representative forms of government became more pronounced. The Mission felt, however, that greater continuity of service on the part of United States personnel working in the Administration was a vital prerequisite to achieving this objective. Constant changes in the personnel of the Districts of the Trust Territory, which were particularly apparent in the Ponape District, have tended to affect the smooth operation of the Administration. While the present members of the Administration are serving the people in a spirit of devotion and sympathetic understanding for their problems, the Mission felt that they could be of greater benefit to the population if they could remain in their posts for longer periods. This observation is particularly applicable to the Ponape District, where the homesteading and community development programmes are likely to require close and continuing guidance and supervision if the benefits envisaged under these projects are to be achieved.

Homesteading and community development

146. The Administration has taken advantage of the abundance of land and water resources in the Ponape District by developing it into a major homesteading area of the Trust Territory with a view to relieving population pressures and to providing landless peoples with a means of subsistence.

147. Early in 1953, homesteading became the most important long-range development scheme in the District. The Administrator established a Land Advisory Board composed of Ponapeans to advise and to make recommendations on homestead policies. This Board recommended that each prospective homesteader, over 18 years of age, should be given three hectares of land. This recommendation was based on land distribution practices under the German and Japanese regimes. In addition, Councils of Three composed of the Nanmarki, the Chief Magistrate and the Secretary of each of the municipalities were appointed by the District Administration for the purpose of dealing with applications for homestead permits and of acting as final arbitrators in boundary line disputes.

148. Finally, a Committee of Seven was constituted whose members were appointed on recommendations by the Councils of Three. This committee screens all applications for homestead permits, observes the placement of boundary markers on homestead tracts and acts as witness in case of disputes. In addition, the committee submits reports on the development of homesteads to the District Administrator.

149. The Mission was informed that since the inception of the programme, 232 applications had been processed and screened by these bodies and homestead permits had been issued to the applicants. Due to population pressure on Kapingamarangi, and particularly Pingelap, which had assumed very serious proportions from the standpoint of health and the economy, it was decided to concentrate on homesteading excess population from those areas on the excess portion of a plantation at Madolenihmn originally started by the Japanese. Under the homesteading programme now in progress, the Administration retained part of the land for agricultural research purposes and released the major portion for homesteading purposes. Sixty Pingelap families and twenty Kapinga families have been settled on the plantation. An additional twenty-five families have been assigned land there and will receive their homestead agreement later.

150. In an area adjoining the Madolenihmn plantation a group of Trukese from Losap Island were settled on land in the Wapar area and granted permits about four years ago. These permits are revocable until the homesteaders have proved their capacity as settlers. After a survey of these lands, forty further Losap immigrants of Truk District will be established. In these areas jointly a total of 434 hectares (approximately 1,100 acres) is now occupied by 144 families.

151. The Mission was informed that approximately 768 further applications had been filed with the Committee of Seven and that permits would be issued as soon as the Committee completed its formalities. The Land Advisory Board was to convene shortly to select additional areas suitable for homesteading.

152. The Mission inspected some of the homesteading areas and community development projects. At the Pingelap homesteading area in the Madolenihmn district, the Mission met the chief and members of its already established community. The people told the Mission that they were satisfied in their new environment, that the land they had been given was good and water was plentiful. What they wanted was a dispensary; although medical services were available to them regularly, they preferred to have a full-time service in their community. They were informed by the Administrator that a central dispensary would be established not far from their village. He added that a teacher would be sent to the community as soon as the construction of a school building had been completed. The Mission saw the area where the homesteaders had planted their crops, and discussed the agricultural problems with the people. The Mission felt that the need for agricultural officers in the area was acute and that guidance to the homesteaders in effective planting and soil fertilization would help them to obtain better results. Here, as elsewhere on the islands, copra is the most important cash crop. Trochus replanting is under way and experiments with growing the tilapia fish as a supplementary food are in progress.

153. Another project, although still in its infancy, is the community development programme which was begun in September 1955. The project was designed to develop all aspects of community development on a self-help basis, and is controlled by the District Administrator's office. However, the programme is decentralized into the communities where local leaders take the

responsibility of directing the efforts of the villagers in carrying out their projects.

154. By 1 March 1956, the villages of Pingelap, Deh, Lukanor, Mokil, Sadawan and Ngatik on Sokehs Municipality and the municipalities of Uh and Net had commenced community development programmes in sanitation, agriculture, health and road construction. Help and technical guidance are given by the District Administration and officials of various technical departments within the limitation of staff and resources.

155. The principles of community development, as explained to the Mission, are that the programme must grow out of the needs of the people, and the people must be prepared to pool resources and participate in communal activities. Their cultural traditions, past and present, must be recognized. The programme should move no faster than the capabilities of the people, and supervisory personnel must establish a rapport in the community before work projects are undertaken. All resources of the community must be exploited, and channels of technical aid from the supervisory body must be established before the programme is under way.

156. The Mission was informed that since the inception of the programme, the construction of over 2,000 yards of road, 19 culverts, 54 pig-pens, 42 benjos, three agricultural nurseries, two concrete water tanks, and one 20-ton capacity bridge, and two rat-killing campaigns had been undertaken.

157. The Municipality of Uh had formulated plans for the repair of ten miles of road, the construction of ten small bridges and seven culverts. A community house now under construction would be used as a municipality office. A municipality dispensary had recently been completed.

158. The Municipality of Net started its programme on 9 February 1956, and by 14 February, had cleared 7,000 feet of road and ditches. In Kolonia, the village of Kapingamarangi began its programme on 10 January 1956, and two weeks later had cleared 1,000 feet of road leading into the village and completed a concrete bridge of major proportion. They had also excavated 3,000 feet of unused pipe left over from Naval occupation which would be used to carry water into catchment tanks to be constructed in the near future.

159. The communities have made use of Administration vehicles and tools which were loaned to them. Cement necessary in road construction has been purchased by the communities from the Administration, in addition to such items as iron rods and rails. Their purchases are paid for in cash or in the form of agricultural products or fish. When making use of government drivers and Micronesian technicians in public works, they repay the Administration by providing labourers from their village for public works projects.

160. The Mission was told that the people had responded with such enthusiasm to this programme that it had far outstripped the ability of the Administration to keep pace with it. Due to limitation of staff, not enough time could be spent by Administration officers in working with the communities. It was said, however, that as the villages were left increasingly on their own, they became less dependent upon the Administration in their development programmes.

161. One problem had arisen recently in the municipality of Uh. In Japanese times, there was an organization called "Seinendan" to which all Ponapeans over the age of 18 and under 60 had to belong. Membership was compulsory and all public works projects undertaken were mandatory. The materials used in the construction projects were donated by the Japanese Government at no cost to the villagers. As a result, communities looked upon the completed projects as Government projects rather than as their own. The Uh municipality planned to revive the same type of administration because they saw a resemblance between the "Seinendan" and the present community development programme. It was carefully explained to all the Uh leaders that the programme was purely voluntary and that no municipality, section, or community should enter into it unless they were truly interested in a self-help programme initiated by themselves and not enforced by any individual, whether that individual was a local official or an official of the Administration.

162. Administration officials stated that they had been encouraged by the good response which the community development programme had met throughout the island, and intended to review its various aspects after the initial trial period in June 1956, when they hoped to be able to evaluate its advantages and weaknesses with a view to its possible expansion and improvement.

163. During its visit to Mokil village in the Sokehs district on Ponape, where a major community development project was under way, the Mission had an opportunity to discuss some of the plans and accomplishments of the villagers with them. The magistrate explained that plans are discussed with the local council. Once the community has decided to undertake any project, all able-bodied men of the village are required to work, as need be, for one or two days each week until the project is completed.

Roads

164. Although elsewhere in the Territory roads were in an advanced state of deterioration, the Mission noted in particular the deplorable road conditions on Ponape. As repair work had evidently not been carried out for a long period, the roads had deteriorated to a point where their continued use constitutes in the view of the Mission a serious hazard.

Public meetings

165. At a public meeting in Kolonia the Mission was presented with a number of requests, the first[1/] of which was for the repatriation of Japanese nationals who had formerly resided in Ponape. This request, it was stated, had been presented to the previous Visiting Mission in 1953, but the people had heard nothing further about the matter. The Mission explained that this question had in fact been the subject of discussion in the report of the 1953 Visiting Mission, but that the Trust Territory Government had not considered it advisable at that time to re-admit such persons to the Trust Territory. Since then, however, the Government had reconsidered its position in the matter, had in fact granted admission to a few persons and was prepared to consider further individual applications on their merits.

166. The Mission also received several requests[2/] for the payment of war damages and the redemption of Japanese bonds and postal savings - matters which in Ponape,

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1/ See Annex I, p. 8.

2/ See Annex I, pp. 8-10.

as elsewhere in the Trust Territory, appeared to be of major concern to the people. Anxiety was expressed by several people over the disposition of the remainder of public and unused lands which they stated were seized or taken by forced sale by the Japanese. It was explained to them that these lands had been declared public domain, but it was not the intention of the Government to retain these lands. Any land not required for administration purposes would be made available to homesteaders.

167. To a request[1/] for an investigation concerning the whereabouts of a group of men who had been taken to Rabaul (New Guinea) by the Japanese during the war, the District Administrator replied that an investigation into the matter had in fact been made, revealing that eighteen of the twenty men involved had died. Efforts to trace the other two men had met with no success.

168. A final request put forward was for the granting of liquor licences to local trading companies to enable them to sell liquor and beer to the indigenous inhabitants. The District Administrator stated in reply that the Ponape Congress itself had passed a law prohibiting the sale of liquor to Ponapeans in order to prevent the expenditures on foreign imports which were not essential to the well-being of the inhabitants and could have serious effects on the people of the islands. He referred to an incident in which drinking had led to violence and which resulted in the wounding of several people. He stated, however, that if the Ponape Congress were to adopt a law permitting the sale of beer, he would not refuse to endorse it.

169. In discussing with those attending the meeting the general economy of the District, the Mission noted that the people were not well-informed concerning the operation of the Copra Stabilization Fund, and the factors determining the price of copra. This lack of knowledge had left many of them with the erroneous impression that money paid into the Copra Stabilization Fund was lost to them and that prices paid for their copra were, therefore, unfairly reduced. The Mission explained to the gathering that copra prices were determined by the

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1/ See Annex I, p. 10.

state of the world market. It pointed out that when world market conditions caused a drop of copra prices below a certain point, it was the function of the Copra Stabilization Fund to support the price paid to the producer, and that in this way it was serving the interests of the people.

170. As regards copra production which is of vital importance to the people of the District, the Mission had an opportunity of meeting in Ponape Mr. W.U.D. Pieris, formerly Acting Director of the Ceylon Coconut Research Institute who had been engaged for a period of two years by the Trust Territory Government to make a study and recommendations on coconut growing and copra production.

Education

171. In the field of education, twenty-four public elementary schools with a total enrollment of 1,385 students serve the District in addition to a Catholic Mission School which has an enrollment of 119 students, all of whom are housed in the school's five dormitories. The Catholic Mission operates an intermediate school serving twenty-four students, and the Protestant Mission provides facilities for sixty students. The public intermediate school is the responsibility of a Micronesian principal who supervises the work of his staff composed entirely of Micronesians. In visiting this school, the Mission was shown printing presses which are used in the preparation of textbooks and posters for dissemination throughout the Territory. They are operated by the students themselves who under expert guidance are receiving vocational training in the various processes employed in the printing shop.

172. In addition, the Department of Education has initiated a literacy programme in the Wapar section of Madolenihmn which provides an instructor for thirty-six adults. Included in this programme is a discussion period in which community problems are discussed; one such discussion led to an invitation to the District Agricultural Extension agent to assist in the development of a cacao seed nursery. Four other adult literacy programmes in operation are conducted by elementary school teachers.

173. At the District centre, five adult women's groups have been organized for instruction in weaving, sewing, cooking and English. Each group meets four

afternoons a month at the intermediate school. Every two months there is a joint session to handle routine business and to hear reports from each group on the progress of their activities. The women also attend lectures on topics of their own choosing; the subjects of past talks have included health, hygiene and dress making.

Health

174. Ponape is at present the headquarters of the Medical Department of the Trust Territory, where the Mission discussed some of the health problems of the Territory.

175. The Mission was glad to learn from the Director of the Medical Department that it was the declared policy of the Administration to staff the Department entirely with Micronesians. Forty-eight Micronesian medical and dental practitioners and assistants were already employed in the medical establishments throughout the Territory, but as long as candidates in sufficient numbers and with the requisite qualifications were not available, United States personnel would be required. In keeping with its policy, the Administration had endeavoured to employ the best qualified doctors, nurses and technicians. The Director expressed high praise for the conduct and performance of Micronesian medical and dental practitioners who, he stated, had gained the respect of the Micronesians throughout the Trust Territory and were also treating to their fullest satisfaction United States personnel employed in the Administration.

176. The Director informed the Mission that under the present programme, post-graduate training was being given to four medical practitioners at Hawaii. Similar training was being given to two dental practitioners at a time at the Guam Naval Base until a total of twelve had been fully trained. Educational efforts would be maintained in all branches of the medical field, including formal classroom instruction and practical field work. Training opportunities outside the Trust Territory would be extended periodically to qualified personnel to increase their knowledge and effectiveness.

177. A further aim of the public health programme was the training of more nurses. These would in time replace the often inadequately trained nurses aides who at

present must perform duties which, he felt, they were not equipped to carry out. Nurses' training would be intensified through the school now established on Palau, and entrance to the school would be restricted to candidates with adequate educational backgrounds. The Director's policy in this matter applied also to standards required by candidates for training as medical and dental practitioners. He explained that the cost of training and maintaining students was too high and funds available for the purpose were too limited to allow the Territory to send students abroad for medical training unless it was demonstrated that they could fully benefit from their training. It was for that reason that he had placed special emphasis on selection, although he was aware that the needs of the Territory demanded a greater number of practitioners than were at present available.

178. With respect to preventive medicine, the Director stated that good progress had been made and that programmes for further improvement in the health of the islanders were being pressed into operation. Smallpox vaccination had been intensified owing to an increase in the number of fatalities as a result of the discontinuance of this service during the war years. Immunization against tetanus, which at present was given to every worker employed by the Administration, would be increased and a BCG tuberculosis vaccination programme would be launched during 1956 to cover the entire populationxof the Territory.

179. To add to the medical facilities now available, out-island dispensaries would be increased as rapidly as competent personnel became available, and construction of new hospital facilities would be started at an early date.

Visit to the Island of Kusaie

180. Before leaving the Ponape District, and on its way to the Marshall Islands, the Mission visited briefly the island of Kusaie, the fourth largest and easternmost of the islands in the Carolines group. The Mission was especially glad to be able to call there because no previous Mission had done so. A public meeting had been called and a large audience had gathered from all parts of the island. Their close attention during the meeting indicated the interest which a visit from a United Nations Mission had aroused.

181. The meeting took place in front of the municipal office in the centre of the town. From this point the Mission obtained a good view of the entire town, which was one of the neatest which it had seen anywhere in the Trust Territory.

182. Aside from the now familiar question of unpaid war claims, the people raised with the Mission the possibilitycof obtaining a separate district status for Kusaie. In this connexion, the Mission was subsequently approached by a Kusaian on Majuro in the Marshall Islands, who stated that, speaking on behalf of the Kusaian people, he was requesting the incorporation of Kusaie into the Marshall Islands District. He explained that the request was motivated by economic considerations, as Kusaians desired to sell their produce in the Marshalls. Under present arrangements, copra was sent to Ponape in the District ship which periodically called at the port of Kusaie. In selling the copra at Ponape, the producers felt they were losing money, as the copra required trans-shipment from there to Majuro. If the copra could be shipped directly to Majuro, better prices could, in their view, be obtained. This, however, was not possible at the moment, because of the prevailing intra-district shipping arrangements.

183. The Mission, however, gained the impression that the question of the administrative status of Kusaie was of secondary importance and had been motivated in the first place by economic considerations. In explaining the matter to the people, the Acting High Commissioner, who was travelling with the Mission during this part of its journey, informed the people of Kusaie that the establishment of a separate Kusaie District would not be feasible at the moment, but that shipping services had been improved recently and that further technical aid would be forthcoming. In reply to the request made at Majuro, he stated that it would be considered and the people of Kusaie would be informed of the decision made.

184. In conclusion, the principal of the elementary school on Kusaie stated that the increase of the local population in recent years now warranted the establishment of an intermediate school on the island. The Acting High Commissioner informed the principal that his request appeared to be justified and that he would discuss the matter upon his return to headquarters.

5. The Marshall Islands District

General

185. The Marshall Islands District is formed by a group of thirty-four atolls, apread over an area covering about 180,000 square miles of ocean, and comprise a total land area of nearly seventy square miles.

186. There are 1,100 islands all told, clustered in atoll groups loosely strung out over a strip of the Pacific in two parallel chains running some 800 miles northwest from the vicinity of the equator. The Marshall Islanders have given the two chains the colourful names of "Ratak" ("Sunrise Chain") and "Ralik" ("Sunset Chain"). They are roughly some 150 miles apart, although the extreme western atoll of the one is 700 miles from the extreme eastern atoll of the other.

187. The rainfall varies from six inches annually in the northern atolls to 160 inches in the southern sector. The typical Marshallese atoll is an irregular oval in shape, about twenty-five miles in length. It consists of a coral reef surrounding a lagoon, and within this is the island or island group.

188. The problems of transportation and logistics are apparent when the enormous spread of the District and the isolation of the more remote atolls are considered.

189. The total population exceeds 14,000 and the average density exceeds 200 persons per square mile.

190. The Marshallese tongue is a member of the great Malayo-Polynesian family of languages and is closely related to Gilbertese and the numerous languages of the Caroline Islands. Two main dialects prevail in the Marshalls, that of the eastern or Ratak Chain, and that of the western or Ralik Chain. Since the differences are slight, they are mutually intelligible.

191. The social and the traditional political structure of the Marshall Islands, as described to the Visiting Mission is built around the system of land tenure. The Marshallese society is matrilineal. Land rights and clan membership are transmitted by a mother to her children. Every Marshallese is born with certain land rights and privileges. Land is considered to be the most valuable asset that a man can possess and the Marshallese custom of land tenure provides for all eventualities and takes care of the needs of all members of the Marshallese society.

Family ties are very strong and relatives may call upon one another for aid at any time. Although the Marshallese have seen four different foreign administrations over their islands, most of their traditional institutions are said to be still firmly in place and to show no sign of disintegration.

192. While there is no individual ownership of land, it is all considered to be the collective property of the leading "royal families" and is administered by paramount chiefs (Iroijlaplap). A chief commonly controls land on several islands of the same atoll, or sometimes on several atolls. The history of the land administration in the nineteenth century is one of agressive chiefs striving continually to maintain and to increase their holdings. Prior to the German administration, this state of affairs was characterized by constant warfare between rival branches of the same royal family. Landed property changed hands as one chief gained paramountcy over another, and extended his control to the islands and native subjects of the vanquished ruler. Under the German and Japanese administration the land situation was stabilized because civil war was outlawed in the Marshalls; since 1885, most changes in native land rights have resulted from intermarriage of landowners and succession to chieftainships vacated by death.

193. Land is divided into lots, each of which comprises a land strip extending transversely across the island from lagoon to outer shore, and crossed by the main road of the settlement. A single tract of from two to five acres provides occupants with access to both lagoon and outer reef; the dwelling place is normally located on the lagoon side and crop or forest land (coconut, pandanus, plantain, bananas, breadfruit, arrowroot and taro) lying on the outer and larger part of the lot. Each parcel of land is occupied by a single family, augmented by maternal relatives, and is delimited by traditional boundaries. A typical settlement of 150 to 200 people consist of twenty-five to thirty separate lots (weto) of varying widths. In some cases, all land is controlled by one paramount chief; in others, especially larger villages, control is divided among two to five "royal families".

194. The paramount chief (Iroijlaplap) controls the allocation of land; the lots are assigned to the care of a supervisory (Alab) who is the headman of the family

which acknowledges a feudal allegiance to the Iroij. An Alab may have charge of several lots, occupied by the nuclear families which comprise his clan. The workers (Dri Jerabal), who occupy the parcels of land, also come under the control of the royal family in a political sense, and are accorded protection by their chiefs. They need not be of the same clan as the chief, and generally are not. However, their rights of usufruct are hereditary in the female line; following Marshallese custom, as long as the tenants maintain the property in good condition and recognize the chief's authority in terms of respect, tribute, and obedience, they may not be dispossessed and thus tend to regard the land as their own.

Political organization

195. Paralleling this traditional system is a series of separate municipal governments established on each atoll, all under the supervision of the District Administration at Majuro. Each atoll or community elects its own magistrate and scribe by universal secret ballot and nominates candidates for the position of judge of the municipal courts. The judge is then appointed by the District Administrator after giving due consideration to all nominations made by popular vote.

196. On the District level, the Marshallese Congress, constituted as an advisory body to the District Administrator, meets annually at Majuro to consider matters affecting the laws and government of the Marshall Islands. The constitution of the Congress provides for two houses. The House of Iroij, or upper house, is composed of persons holding the position of paramount chief in accordance with Marshallese custom. The successor to a deceased or incapacitated paramount chief, recognized as that chief's proper and legal successor in accordance with Marshallese custom, automatically succeeds to his predecessor's seat in the House of Iroij. In case of conflicting claims to the paramount chieftainship, the congress is empowered to establish procedures for investigating the claims and for approving the proper succession. The House of Assembly, or lower house, is composed of at least one representative from every municipality in the Marshalls District, each duly elected by the people of his municipality in accordance with established procedures. Larger municipalities have additional representatives in

proportion to their population. Owing to difficulties in transporting members of the congress to Majuro, the regular session scheduled for 1955 was postponed until 1956. To meet emergencies of this kind and to deal with all matters affecting the interests of the people, a Hold-Over Committee composed primarily of representatives from Majuro and nearby communities was established to meet from time to time as might be necessary.

Land and agriculture

197. By a resolution of the congress adopted during its fifth session in 1954, the Hold-Over Committee was also empowered to carry out the responsibilities of the Land Advisory Board provided for in the Code of the Trust Territory, and to deal with problems concerning the lands that were temporarily used or were owned by the Government. As such, the Hold-Over Committee works in close contact with the Office of Land and Claims, generally known as the Land Office, which has three primary functions in the Marshalls.

198. The first, and the most pressing of these relates to the settlement of all claims against the United States Government, or any of its agencies, for damages to and rental of privately owned land. Specifically, this involves settlement of claims for damages caused to land arising out of the occupation of the Marshall Islands by the Armed Forces of the United States in February 1944. Rental claims include payment for land utilized by agencies of the Government of the United States, since 1944. The second function of the Land Office is to make decisions as to the extent of land required for the Administration on Uliga, Dallap and Darrit Islands (Majuro Atoll). Its third function involves the disposal of those lands which were acquired by the German and Japanese administrations, and were taken over by the present Administration from the Japanese administration at the conclusion of World War II. They are known as public land and have a total area of 1,500 acres.

199. The Mission was informed that the Administration is engaged in an investigation of descendency patterns of land ownership, which has as its ultimate objective the return of most of the so-called public lands on a homestead basis to the original owners or their descendents. In planning this programme, the Administration took into consideration the rapid population growth in the Marshalls. To meet the need

for more land and food, it placed primary emphasis on the better utilization and on the rapid cultivation of the homestead areas by extending agricultural aid to the homesteader. The Mission was informed that at least two fairly large islands would be "homesteaded" during 1956.

200. During a public meeting at Majuro, the Mission received a complaint[1/] signed by twenty-three persons to the effect that the Government of the Trust Territory had been using their land on Uliku Island for a period of six years without having obtained the permission of its owners. Moreover, the Government had failed to compensate the owners for the use of their land, and people living on it had been moved elsewhere without assistance being extended to them by the authorities. Promises to pay compensation for their losses had been made, but had never been fulfilled. The Acting High Commissioner, who was present at the meeting, expressed his regret over the hardships which the delay in payment had caused the people involved, and stated that they were entirely justified in making the present complaint. He pointed out that the land question had been troublesome and difficult to resolve. Time and patience were required to determine all the claims on file with headquarters, but many of these were now in the process of being determined. The present claims, he hoped, would be settled sometime during the second part of 1956, together with other claims that had been submitted by the people of Majuro. He explained that he was basing this statement on conversations recently held between himself and Government officials in Washington with whom he had discussed the question of making funds available for the purpose of paying outstanding claims. Such funds would become available soon and payment would be made without further delays. He expressed his appreciation to the people for the patience and the moderation which they had demonstrated in this most important problem affecting their livlihood.

201. The only agricultural product exported from the Marshalls is copra. The principal subsistence crops are breadfruit, coconut, pandanus, taro, arrowroot and banana. The principal supply of protein is fish, which is plentiful in the surrounding waters. Domesticated animals, especially pigs and chickens, are eaten

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1/ See Annex I, p. 12.

mainly at feasts and celebrations. A trained agriculturist is in charge of the agriculture department at the District centre which assists the people in the production of both subsistence and cash crops.

Trade and shipping

202. Shipping services are of crucial importance to the islanders. The distance over which productive lands are spread pose a difficult transportation problem for the copra industry of the District, and indeed for the Trust Territory as a whole, since nearly one half of the copra comes from the Marshall Islands. During 1955 Majuro, the District Centre, became a major trans-shipment point for copra from all the Trust Territory, and large ocean-going vessels now call there to collect copra for sale at suitable markets outside the Territory.

203. The establishment of local trading firms capable of assuming the functions of the former government-operated Island Trading Company, has placed the responsibility for the conduct of trade in the hands of the Marshallese, except for the resale of copra, which is negotiated by a commercial firm engaged under contract. Two importing and exporting companies, the Marshall Islands Import-Export Company (MIECO) and the Kwajalein Importing and Trading Company (KITCO), both only embryo organizations at the beginning of 1955, were able by the end of the fiscal year in June 1955 to issue statements showing substantial assets and satisfactory profits.

204. Both of these companies have sold stock throughout the Marshall Islands and have in this manner assured a broad base of support from the dealers on the atolls. Only Micronesians may be stockholders in these companies. Both firms employ United States managers who have had considerable experience in local business as former employees of the Island Trading Company.

205. The most successful of the companies is the Marshall Islands Import-Export Company, which was created by an act of the Marshallese Congress in 1950. At present 9,400 shares of stock representing an investment of $94,000 are owned by the people of the District. During the fiscal year 1954-55, the company did a total business of $836,835.63, showing a net profit of $93,784.81. The total business for the 1955-56 fiscal year is expected to exceed $1,000,000.00. The company's net worth at the end of the 1954-55 fiscal year stood at $278,947.36

with total assets amounting to $360,584.35. The operations of the Company are directed by a board of fifteen directors elected by the Marshallese Congress.

206. The company at present employs 178 persons. Nine branches are established throughout the District, and in addition the Company runs an inter-island shipping line, a motion picture theatre, a restaurant, retail stores, bakeries, a photo studio, a handicraft shop, billiard parlors and a club.

207. The Company is the largest copra purchaser in the Trust Territory, buying approximately one half of all the copra produced. It owns a motor ship, the Milleeta, acquired in 1954. With the help of the Trust Territory Government, it has recently purchased a new 180 ton capacity cargo vessel, now under construction in Hong Kong. This ship was expected to be in service in the Marshalls in late April. The Company also operated the ketch Frela for the Trust Territory Government as a medical survey ship.

208. The Mission was informed that since the expansion of service with Company operated ships copra production had increased. The people in the outer islands had also benefited from the trade made possible by the use of these ships. It is the goal of the Company to maintain wholesale stores and copra warehouses in every atoll in the Marshalls, to meet the peoples' needs more readily and to provide regular, dependable transportation for their copra to the District centre.

209. The Mission was impressed by the vigorous expansion which the Company has evidently undergone since the last Mission visited the District. New installations have been added, a large auditorium to serve as a theatre and meeting place for Marshall Islanders is now under construction and further building additions contemplated for the future. Capital assets have been increased and markets expanded through better merchandising practices both in the handling of copra and in the sale of consumer goods.

210. Owing to its geographical position and good harbour, Majuro has been developed into a world shipping port with modern facilities suitable for trans-shipment operations. To aid in the development of the harbour, a shipping department was established in the District by the Administration. It is headed by an American manager who is assisted by three Marshallese. Working parties of stevedores and cargo handlers are recruited from among the Marshallese people whenever ships call at the port. Approximately 200 workers are hired for each ship and work under the

direction of Marshallese foremen. Diesel driven motor vessels in the 3,500 ton class call at two-months intervals at Majuro, bringing copra from the various Districts of the Trust Territory, as well as general cargo consigned to Majuro. These vessels are operated by the Pacific Micronesian Lines with headquarters at Guam. General cargoes destined for the other Districts, as well as for Trust Territory Headquarters at Guam, are carried aboard these vessels. In addition, 10,000-ton class vessels call at Majuro to load copra for shipment to markets in Japan or America and to deliver general cargo consigned to the Trust Territory which is stored at Majuro and eventually trans-shipped to the other Districts. The shipping department, in co-operation with the supply department, has an additional duty of providing an agency service for the Transocean Overseas Airways (TALOA) planes, which make regular weekly calls at Majuro bringing mail, government pouches, various types of air cargo and passengers. These planes are operated for the Government on a charter basis.

Health

211. The medical service of the District is headed by a Micronesian medical practitioner. There is a well-equipped forty-bed hospital on Majuro. To meet the needs of the outer-islanders, the Department operates some thirty-six dispensaries on the outlying islands which are staffed by health aides locally trained in first aid and common medical procedures, including child deliveries. These men are responsible for providing medical treatment between visits of the medical staff of the medical ketch Frela.

212. This ship was visited by the Mission during its stay at Majuro. It is equipped with a modern X-ray unit, a dental laboratory and beds for patients to be brought to the hospital at Majuro. It calls at the atolls of the District regularly and carries a full medical complement, including medical and dental practitioners who provide required services to all islanders.

213. The Mission was impressed with the efficient operation of the medical services in the Marshall Islands, particularly as they are provided mainly by Micronesian staff. The Mission was informed during its meeting with the Director of the Medical Department at Ponape that the Micronesian medical practitioners in the Marshall Islands District were of high calibre and fully competent to assume the

responsibilities for the medical services, as well as for the supervision of all subordinate staff.

214. In the Marshalls, as elsewhere in the Trust Territory, tuberculosis is the main health problem, and its control has been the primary objective of the health services. Periodic physical examinations through the use of X-ray units and tuberculin skin tests have thus far been given to one third of the population of the District and the extension of these services is now under way. In addition to its routine work, the hospital is engaged in an important programme of training health aides for service in the field dispensaries. Each health aide is required to attend a three-months' refresher course every two or three years, depending on the availability of transportation and replacements. During that period they are acquainted with the most recent developments in medical practice and receive practical training at the District Hospital.

Education

215. A significant development in the field of education took place in the District in 1955 when for the first time in the history of the Trust Territory, a Micronesian was appointed to the post of Educational Administrator, replacing the American official who had held the position until that time. He is also a member of the Marshallese Congress and one of the Directors of the Marshall Islands Import-Export Company. As a former fellow under the United Nations Technical Assistance Fellowship programme, he had studied in Western Samoa and Fiji. Subsequently he had returned to Majuro where he replaced the American Principal of the Marshall Islands Intermediate School before assuming his present position. As Educational Administrator he is responsible for the supervision of the thirty-nine elementary schools with a total staff of fifty-seven teachers and the intermediate school at Majuro with a staff of eight teachers.

216. The Mission was informed that the elementary schools provide six years' instruction, nine months a year, to all children eight years of age or over desiring such. Instruction is in Marshallese, although English is taught as a subject during the fifth and sixth year.

217. Teachers are brought together, usually at Majuro, for three months' training each year. The schools are serviced and visited by Government and commercial field trips. Where possible, attempts are made to send better trained Marshallese

or Americans into the field to work on the spot with the teachers, but this programme is limited by lack of personnel and regular transportation. It is hoped that the use of a newly acquired radio transmitter for broadcast lessons as now employed in Western Samoa will help to overcome teaching deficiencies in the outer islands. It is intended that several staff members should study the Samoan programme in action with a view to adapting it for the Marshall Islands. A newly constructed printing shop represents another means by which it is hoped to strengthen the elementary schools through the provision of text books in the Marshallese language.

218. Intermediate education is provided by the Marshall Islands Intermediate School which is open to both boys and girsl. In this school, approximately 120 of the most promising pupils from the elementary schools receive instruction roughly equivalent to the junior high school education given in the United States. Instruction is partly in Marshallese and partly in English.

219. Regular subjects include English, mathematics, science and social studies. Electives include agriculture, carpentry, printing, navigation, typing, bookkeeping, radio broadcasting, a course called "Let's talk English", library and organ. Other activities include baseball, volleyball, table tennis, a camera club, the school newspaper "The Outrigger Times", a school boat, store and library, and music both vocal and instrumental.

220. The intermediate school makes use of many District personnel and its activities are co-ordinated with larger departmental and district operations in many ways. The District Agriculturist oversees an extensive agricultural programme on the school grounds. Other members of the Administration and many Marshallese doctors, dentists and nurses have been frequent lecturers at the school. Students accompany and assist regular field trip representatives from time to time, work in the printing shop and assist in stevedoring operations in emergencies.

221. On the occasion of the Mission's visit to the intermediate school, the students had prepared an elaborate reception and had taken great pains to decorate their school with flags and posters of the United Nations and with colourful flower arrangements. Students told the Mission of their work, the history of their islands and their relationship to the United Nations, of their customs and

life on the atolls and of their aims in making the Territory a better place for all its people to live in peace and prosperity. After a feast prepared in Marshallese tradition, the Mission was shown some of the many handicraft items produced by the students.

Displacement of populations due to nuclear tests

222. One of the major problems in the Marshall Islands stems from the displacement of Islanders as a result of atomic and thermo-nuclear tests which have been conducted in the Pacific Islands Proving Grounds established there. Between 1946 and 1955, several transfers of population have taken place, and the Mission was naturally interested in obtaining the widest possible information concerning the welfare of the people involved. This information was obtained by it from the Administering Authority and from the Micronesians themselves, in public meetings and during visits to some of the areas where the displaced Islanders are now domiciled.

223. The first of the transfers occurred in 1946 before the Territory had been placed under Trusteeship. The population of Bikini Atoll, numbering 167 persons, was then evacuated in several stages, first to Rongerik, later to Kwajelein and eventually in 1948 to the Island of Kili in the southernmost part of the Marshalls, where they were settled on land provided by the Administering Authority. As the physical and climatic conditions on Kili are very different from those on Bikini, the displaced people had experienced difficulties in adjusting to their new home. Bikini, with an extensive lagoon, had afforded its people the opportunity of making use of an abundance of fish and good anchorage facilities for boats, which Kili does not possess. Bikini has a larger land area than Kili, which for its part has a heavier rainfall and richer soil. On Kili, the Bikini people have had to learn new methods of cultivating food plants which did not exist in their former habitat. For these reasons their adjustment has been slow and complaints about their new environment have been frequent.

224. The Mission was informed that the complaints of the Bikini people have in fact remained unchanged. It was stated that their dissatisfaction with their present island was based on comparison with their former island, and that while various suggestions for resettling them on an atoll had been studied, none of

these had proved practicable. Every effort to find them an unoccupied atoll suitable to their needs had failed. It was explained that settling the people on an inhabited atoll was considered impracticable because they would have to submit to the rule of existing communities in accordance with local custom. Consequently, there was little likelihood of transfer of the Kili people to a new home similar to the Bikini Atoll.

225. This matter was discussed with members of the Hold-Over Committee[1/] of the Marshallese Congress and at a public meeting held on Majuro. During the public meeting, a Marshallese, until recently a resident of Kili, stated that Bikini people did not like the island for reasons already mentioned, and that they desired to return to Bikini, or failing that, to be transferred to an island suitable to their needs.

226. The Acting High Commissioner explained that conditions on Bikini precluded the people from returning there for many years, if ever. As the Administration's efforts to find another atoll had been unsuccessful, arrangements had been made for them to utilize a land area at Jabwar on Jaluit Atoll where buildings had been constructed which would accommodate some of the families from Kili on a rotating basis and enable them to fish in the lagoon and grow food for their use while living on Jaluit. He had been informed that the Kili people were reluctant to move to Jabwar as they did not wish to be separated from their families. This had not been the intention of the Administration. Instead, it had been envisaged that the people would be moving back and forth. Another factor was that the people feared that making use of Jabwar would hurt their chances of obtaining a settlement for the land they had lost at Bikini. This was in his view an erroneous notion, as land claims would be paid in any event.

227. The Mission visited Jaluit Atoll and on its way flew over Kili Island some forty miles away. As it was not possible to land on the island because there is no landing strip nor on the water for lack of mooring facilities, the plane circled the island, affording the Mission a view of the land on which the Bikini people were now living. Most of its 198 acres are planted with coconut trees, with a taro patch being located at its centre. The lack of a protected anchorage, the

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1/ See paragraph 385.

unfavourable axis of the island with relation to the prevailing trade winds and the narrow shelving reef cause the island to be isolated during many months of the year. Landing conditions are possible only during brief periods, between November and late March. The unfavourable surf conditions consequently prevent the use of sea resources, which at best are infinitely poorer than on Bikini, and make loading of copra and landing of merchandise for local consumption impossible during a large part of the year.

228. To aid them in their rehabilitation, the Administration initiated a community development programme designed to acquaint them with new methods of developing the considerable agricultural resources of their island and appointed a Hawaii-trained Marshallese to assist them. Taro development presented one of the main opportunities to increase the food resources of Kili, and four different "taro-lifts" were made from Kusaie where the plant is plentiful. Each ship brought some four to six thousand plants for transplanting in the taro bed. This phase has now been completed, as the natural increase of the plantings will be sufficient to keep a good supply of this food available.

229. On arrival at Jaluit the Mission visited the area where four large houses had been built for the use of the Bikini people. At the public meeting at Majuro a complaint had been made that food crops could not be grown in the vicinity of the houses. During its visit the Mission saw that this was so, but was informed that other land on Jaluit Atoll would be set aside for cultivation and that additional assistance would be extended to islanders through the agricultural extension station on Jabwar.

230. One of the most disturbing aspects of this problem is the lack of available shipping which would enable the people to make use of the facilities at Jabwar. One of the ships which had been put into operation some time ago was completely wrecked, and another ship purchased by the Government is at present undergoing extensive repairs. The absence of any tangible means of transportation appears to be the main deterrent to the development of Kili itself and to making the Jabwar land and fishing areas accessible to the Bikini people. In view of the fact that the displaced islanders have been residing on Kili for more than five years, it is particularly regrettable that adequate and dependable shipping service should not have been made available long before the contemplated commissioning of the ship now under repair.

231. The Mission was informed that the Council of Kili had recently decided that three or four families should go to Jabwar for the purpose of making use of the fishing facilities there as soon as the boat was placed into operation. The fish caught by that group would be purchased by the Kili co-operative store and be sold locally and, in the case of a surplus, to communities outside Kili Island. It is, therefore, the opinion of the Mission that in view of this development every effort should be made to make shipping available to the people of Kili without further delay.

232. The second displacement involving the 137 inhabitants of Eniweitok Atoll occurred shortly after the beginning of the Trusteeship Administration. According to the Administration these people appear to be making a satisfactory adjustment on Ujelong which the Mission had no opportunity of visiting. The agricultural problem, which was difficult during the first year of resettlement has gradually been brought under control. The most pressing problem of the Ujelong people is now the inadequacy of shipping. Ujelong, a long distance from the District headquarters at Majuro, has frequently gone for six months or more without a field ship calling to load copra and to deliver trade goods. Early in 1956 Ujelong was transferred for logistic purposes to the Ponape District in an attempt to improve the shipping situation. The Mission was informed that under the new arrangements the Administration hoped to provide services to Ujelong every two or three months, presently the normal service given to the other islands of the District.

233. Not understanding the reasons for this transfer, the people had petitioned the Administration, basing their protests on the grounds that they were Marshallese in culture and wished to remain within the Marshallese orbit. They have since been assured by the Administration that the transfer of Ujelong Island to the Ponape District had been effected for the sole purpose of giving their island better communications. Secondary school students would continue to go to Majuro for schooling and the Marshallese agricultural extension agent and the Marshall Island District anthropologist would continue to serve Ujelong. The Administration officials were confident that once regular service from Ponape was supplied the objections of the Ujelong people to this administrative arrangement would be dispelled.

234. A third transfer of islanders took place in 1954 when the population of Rongelap and Utirik suffered unforeseen ill-effects from radio-active fallout resulting from the thermo-nuclear tests held during the early part of that year in the Pacific proving grounds. Of the 236 persons evacuated from the affected area, 154 came from Utirik and eighty-two from Rongelap. They were moved to Majuro Atoll as a temporary measure pending their eventual return to their home atolls which, in the case of the Uterik people, was accomplished in 1955. The matter, which was first brought to the Council's attention in the form of a petition (T/PET.10/28) signed by eleven members of the Hold-Over Committee of the Marshallese Congress and 100 other persons, was examined at the fourteenth session of the Trusteeship Council when the Administering Authority informed the Council that all possible measures had been taken to safeguard the welfare of the affected population. Subsequently the Administering Authority informed the Council at its sixteenth session that all claims for compensation arising from this incident had been paid and that continued assistance was being rendered to the islanders. It added that the Rongelap people would be returned to their former homes as soon as conditions permitted. In Majuro, the Mission had an opportunity of meeting a group of medical officers attached to the United States Atomic Energy Commission who had carried out a medical survey of the Rongelap people. They informed the Mission that the people concerned had been irradiated from the fallout in three ways: penetrating gamma radiation from the ground, trees and houses resulted in whole body irradiation; skin contamination from fallout resulted in spotty localized irradiation of the skin and scalp; and internal contamination occurred from ingesting of contaminated food and breathing in fallout material. The island groups and extent of involvement is shown in the following table:

Group	Persons Involved	Estimated Penetrating Dose	Degree of Skin contamination
Rongelap	64 Marshallese	175 roentgens	Extensive
Rongelap People on Ailingnae	18 Marshallese	69 roentgens	Less extensive
Rongerik	28 Americans	78 roentgens	Slight
Utirik	157 Marshallese	14 roentgens	None (measurable)

These people were all evacuated to Kwajalein where they were cared for and studied extensively for several months. The Utirik people who had only the most minimal

signs (blood effects) of radiation effects were moved back to their homes on Utirik. The American service men who also showed only minimal effects were returned to duty shortly afterwards. The more heavily exposed Rongelap people were moved to Ejit Island in Majuro Atoll for further care and study.

235. Of the latter group, about two-thirds experienced nausea during the first 24-48 hours after the detonation and a few vomited and had diarrhoea which was believed due to the penetrating radiation exposure. A large number experienced itching and burning of the skin, and in a few cases of the eyes, which was believed due to the irradiation of the skin. Following this the people were free of any complaints until about two weeks later when skin lesions developed. As the result of penetrating radiation, white blood cells were depressed to about 50 per cent of normal by about the sixth week with platelets (which keep the body from bleeding spontaneously) being depressed to about 30 per cent of normal by the fourth week. These blood elements had gradually recovered to normal range at subsequent studies conducted at six-month, one-year and two-year intervals.

236. Skin contamination resulted in spotty loss of hair and skin lesions beginning two weeks after exposure. Abour 90 per cent of the children lost hair to some degree and so did about 30 per cent of the adults; 90 per cent of the people affected developed skin lesions of spotty distribution over the exposed parts of the body not covered by clothing. The majority of the skin lesions were superficial and were no worse than a sunburn with the outer skin peeling away. They healed and repigmented rapidly. About 20 per cent of the people developed deeper lesions which became weeping ulcers. However, even these healed rapidly, but a few of the people still showed some scarring and lack of repigmentation. The hair began regrowing about three months after exposure and by the end of six months was completely regrown in all cases.

237. As regards internal contamination, radio-chemical studies of urine samples showed some degree of internal absorption of radioactive materials. However, the total body burden was found to be below the "tolerance" levels that had been established. By the end of six months insignificant amounts could be detected.

238. Except for the skin lesions, loss of hair and early symptoms no illnesses or disease processes had been encountered which could be attributed to radiation

effects, either during the first or subsequent surveys. There had been no deaths, although many of the people were quite old. The diseases encountered had been no more severe or frequent than in the un-irradiated population. This was true even during the period when the greatest depression of their blood cells occurred. It was pointed out that at the time an epidemic of common colds occurred, but its effects were not worse in the Rongelap people than in others. Therefore, at no time had it been necessary to resort to any specialized treatment for radiation effects on the blood such as use of prophylactic antibiotics, blood transfusions and the like. However, careful consideration and treatment had been given to all conditions which needed attention. The skin lesions did require careful treatment and as a result there was little or no secondary infection of these lesions. No assurance could be given that cancer would not develop at the site of skin lesions, but it was not considered very likely. Fertility did not appear to have been affected in view of the fact that about ten sound babies had been born in the group since the exposure.

239. The Mission was also informed that the return of the Rongelapese was awaiting final evaluation of surveys conducted by the United States Atomic Energy Commission concerning the safety of their island, and could be expected to take place before the end of 1956.

240. Several days later the Mission visited the Rongelap people on Ejit where they had been settled temporarily pending return to their home island. A public meeting had been arranged during which the Mission was able to ascertain for itself the views of the displaced islanders. The Mission was told that 175 persons were now living on Ejit island instead of the eighty-four who had originally been evacuated from Rongelap. The difference of ninty-one persons was accounted for by the fact that these had been away from the island when the fallout had occurred and that they had been unable to return to their homes. They were now awaiting their return to Rongelap together with the initial group. Their food supply, they stated, was good and a picket boat provided them with transportation between Ejit and Majuro once a week. The people wanted to be assured, however, that they would, upon returning to Rongelap, be able to take with them the twenty permanent wood and aluminium buildings which the Administration had provided for their use. They also wanted to know whether the five public buildings and fifteen

straw huts which they had built on Ejit could be transferred to Rongelap. This matter, they stated, was of great importance to them as the houses they had left behind at the time of evacuation would have disintegrated during the period of their absence from the island. They wanted to be assured that the buildings they now occupied or similar structures would be made available to them. They were told by the Acting High Commissioner, who had accompanied the Mission on its visit to Ejit, that upon their return they would either be enabled to take the present buildings with them or similar structures would be built for them on Rongelap if a transfer of the former proved impossible.

241. In connexion with its visit to Ejit, the Mission wishes to record that several days earlier, during the public meeting held at Majuro a request had been made on behalf of the Rongelap people for an increase in the allocation of subsistence funds made to the displaced islanders. It was based on the grounds that due to the influx of additional people into the community the $1,190 per month available to them had become inadequate and it was felt that the allocation should be increased. The Acting High Commissioner stated that in fact $1,300 was available to the Rongelapese, but that of this amount $110 had been paid to a family living away from Ejit. The matter of increasing the allocation was, however, under discussion and as soon as it was determined what funds were required, an adjustment would be made. During the public meeting on Ejit this matter was again raised and the Mission was told by the people that they were satisfied with the explanations given by the Acting High Commissioner. They were now anxiously looking forward to the day when they could return to Rongelap.

242. During its meeting with members of the Hold-Over Committee of the Marshallese Congress the Mission was told of the apprehensions of the Marshallese people over the continued use of the Pacific Islands Proving Grounds in the north of their District for nuclear tests. They were particularly perturbed over a recent announcement by the United States Government that a further series of thermo-nuclear tests would be carried out in the area during April 1956.[1] They pointed out that people of the Bikini group had been displaced and those from

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1/ The tests referred to were actually begun in May 1956.

Utirik and Rongelap had suffered ill-effects from 1954 tests. They feared that similar hardships might be suffered by other people living in the vicinity of the testing area. For this reason they wished to go on record to the Visiting Mission that they reiterated the position they had taken when they presented their petition in April 1954, namely, that nuclear explosions tests in the Marshalls be discontinued and that if these experiments were absolutely necessary for the eventual well-being of all the people of the world and could not take place elsewhere, all measures enumerated in their petition (T/PET.10/28) should be taken. During its discussions on this question with the High Commissioner the Mission was informed that all possible precautions were being taken to ensure the safety and the well-being of the people in the vicinity of the test area.

243. On the following day the Mission held a private meeting of its own to discuss several matters. During this meeting, doubts were expressed as to whether it was the intention of the Hold-Over Committee that their statement should be brought to the attention of the Trusteeship Council prior to the completion of the Visiting Mission's report. In order to clarify the situation, the Mission consulted one of the representatives of the Hold-Over Committee who stated that the committee wished to have its views brought to the immediate attention of the Trusteeship Council and was prepared to put them in writing. Subsequently, on 10 March, the Mission received a communication[1/] from the members of the Hold-Over Committee which the Mission transmitted to the Secretary-General of the United Nations in accordance with rule 84, paragraph 1, of the rules of procedure of the Trusteeship Council.

1/ The communication was circulated to the members of the Trusteeship Council as document T/PET.10/29. The Council acted upon it in resolution 1493 (XVII).

6. The Rota District

General

244. The Rota District, a part of the Mariana Islands chain, is composed of a single island some sixty-five miles south of Tinian and forty miles north of Guam. Rota Island is approximately thirty-three square miles in area, volcanic in base, coral-capped with terraced slopes giving the island a stair-step appearance. The coast of the island is generally rock and cliff-bound and distinguished by wave-cut notches, sea caves, abrasion benches and detached segments of the former shore.

245. The population of Rota numbers some 870 people whose language is Chamorro, and who for the most part are centred in the village of Songsong, while the remaining few live in houses outside the village on the farms and grazing areas which they commonly call "ranches".

246. The Rota District has recently adopted the mayor-councilmen system of municipal government. Serving in the capacity of the mayor is the chief commissioner of the Rota municipality, who is elected on the basis of universal suffrage and secret ballot for a two-year term. To assist him, he has an advisory board consisting of a seven-man council, which is similarly elected by the people of Rota to serve a two-year term.

Public meetings

247. Council meetings with the representatives of the Administration are held weekly. In addition to the seven-man Advisory Council, an eight-man Land Advisory Board advises the Administration on land problems.

248. During its visit to the District, the Mission held a meeting with members of the Rota Advisory Council and discussed with them a number of issues which they placed before it. They complained that at present meetings of the council and the court were conducted in the constabulary building which they considered not only undignified but also unsuitable for this purpose. The District Administrator agreed that the request for better facilities was justified and explained that since Rota had been a District for only a short period, some of the facilities were still inadequate to meet the needs. He stated that the present request would be given favourable consideration. The second request

was for a speedy completion of the present school building. The Mission was told that materials for this purpose had been made available and that the building construction could be completed within a short time.

249. Further questions were raised by several islanders in the course of a public meeting which followed that which had been held with the Advisory Council. The meeting took place in the school house about which the councillors had complained. The building was originally a Japanese hospital which during the war had been almost completely destroyed. The concrete foundations and pillars of the former structure are being used for the construction of the new school building, which is expected to accommodate all classes of the elementary school.

250. A written memorandum[1/] was submitted to the Mission by the Chief Commissioner of the Rota Municipal Council who suggested that the Mission discuss the points raised in it with the people present. The first complaint related to the settlement of war claims which, it was stated, included payments of compensation for the loss of life and property and ill-treatment of the Rota people by the Japanese during the war. The claims had been submitted some years ago to the United States Navy, but nothing had been done in the matter since that time and the people requested that a settlement of these claims should be made soon.

251. Another question was that of the "union" of the people of the Marianas Islands. It was said that union was desired by all the people of the island group in order to give them freedom to visit their relatives and friends living in other parts of the group and to move from one island to another without the travel restrictions now in force. The request for union included the island of Guam in addition to Saipan, Tinian and the other islands of the Marianas. Although Guam is the seat of Headquarters of the Trust Territory Government, it lies outside the boundaries of the Trust Territory proper.

252. The difficulties which at present are causing considerable anxiety to many of the people of the Marianas Districts can, in the view of the Mission, be traced to the division of administration in the Districts of the Marianas Islands. It will be recalled that the Marianas were administered until 29 June 1951 under the authority of the Secretary of the Navy, and that this

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1/ See Annex I, pp. 5-7.

authority was then transferred to the Secretary of the Interior. Rota became a part of the Saipan District together with the other islands in the Marianas, excepting Guam. On 1 January 1953, however, the islands of Saipan and Tinian were transferred by executive order from the Secretary of the Interior back to the Secretary of the Navy. From that time until 9 March 1955, Rota was neither a District nor part of a District. On 10 March 1955, the island was made the seventh, and by far the smallest District of the Trust Territory, with an administrative framework comparable with that of the other Districts. These changes in the administration have tended to create an artificial division of the island chain and, as their complaints showed, the people feel that this has adversely affected their political, economic and social life.[1]

253. The repair of the harbour of Rota was another question of concern to the islanders. They felt that their economy could be improved by the reconstruction of the harbour which would enable them to ship their produce to Guam without the need for the lighterage facilities at present in use. It was explained that two harbours were available to the people of Rota after the end of World War II. But the eastern harbour was completely destroyed by a storm in 1951 and the western harbour is gradually being made unusable by silt. Unless effective dredging is carried out, the port will become completely unusable within two years. The District Administrator, who had been asked by the Mission to explain the reasons for the present deterioration, stated that the Rota Municipality had been asked to furnish the labour and supervision to complete the work in the harbour. Up to the end of 1955 the Administration had spent $24,000 for harbour construction, but the labour required for the completion of the work, which the municipality had undertaken to provide, was not forthcoming as expected. The Mission expressed the hope that co-operative action by the Administration and the people would soon lead to an amelioration of the present difficulties.

254. The islanders also complained that the roads of their island were in need of urgent repair. Their present state of disrepair was largely caused by the movement on the roads of heavy equipment belonging to the Micronesian Metal and Equipment Company, which had been under contract to salvage and remove scrap metal from the island. Representatives of the company had promised to repair the damage, but unfortunately this promise had not been fulfilled. This matter was discussed by the Mission in Guam with the Acting High Commissioner, who

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1/ See paras. 300-307.

stated that negotiations were under way to settle the claim, which he considered fully justified. He said that in accordance with the terms of its contract, the company was responsible for the repair of any damage to installations and property on the island. He informed the Mission that if present negotiations did not result in a satisfactory solution, the matter would be taken to the competent courts, but expressed the hope that an early agreement could be reached.

255. Settlement of land claims has been slow in the island, but the Mission was told that final determination of outstanding claims would be made during 1956. A surveyor was expected to arrive on the island and to complete his work before the end of the year. A homesteading programme is contemplated following the determination of the ownership of land now in dispute, and it was stated that an agricultural officer would be stationed on Rota to assist the people in developing their land.

256. As regards education, the Mission was told during the public meeting that while the elementary school now in operation was meeting the essential needs of the Rota people in the field of primary education, additional facilities were needed to accommodate children of intermediate school age since pupils in the latter group were at present attending school outside the island. The District Administrator stated that teachers from Rota would be sent for training soon with a view to their eventual employment in an intermediate school, which he hoped would be established on Rota as soon as the necessary trained personnel became available.

257. Following the meeting, the Mission visited the District hospital, which had recently been completed. This structure appeared suitably equipped with operating rooms and laboratory facilities, and it has accommodation for twelve patients.

7. The Saipan District

General

258. The fifteen islands comprising the Saipan District extend in a chain stretching from Farallon de Pajaros in the north to a point just above Rota in the south. They are considered to be the southernmost volcanic peaks of a gigantic mountain range rising almost six miles from the ocean bed of the deepest

known parts of the Pacific Ocean. The total land surface consists of approximately 115 square miles. Saipan with forty-seven square miles and Tinian with thirty-nine square miles are the principal islands of the District, which has a total population of 6,245 people. The principal language spoken in the District as elsewhere in the Marianas chain is Chamorro. Nearly 65 per cent of the adult population are conversant in English and among the youth below twenty-three years of age the proportion is more than 75 per cent.

259. Unlike the six other Districts of the Trust Territory, the Saipan District is administered by the Commander-in-Chief of the United States Pacific Fleet at Honolulu and the Commander Naval Forces Mariana, at Guam. The office corresponding to the District Administrator in other Districts of the Trust Territory is held by a naval officer who is designated as Naval Administrator of the Saipan District.

260. The Mission had noted that according to the charts describing the administrative organization of the Trust Territory, the Saipan District was administered apart from the rest of the Trust Territory without any evident formal liaison between the responsible Naval Authorities and the High Commissioner. The Mission raised this question when it met the Acting High Commissioner at Guam following its visit to the Saipan District and was informed that he was in constant communication with the responsible Naval Authorities, as also were the members of his staff with their appropriate "opposite numbers" in the Naval Administration. Trust Territory policies were applicable in all the Districts, including Saipan; the Code of the Trust Territory applied equally to all the people of the Territory. The Acting High Commissioner assured the Mission that no difficulties had been encountered since the Naval Administration had assumed responsibility for the Saipan District.

Political organization

261. Politically, the Saipan District is divided into two municipalities. The municipality of Saipan represents the Island of Saipan and the inhabited islands to the north. The municipality of Tinian represents the Island of Tinian and the presently uninhabited island to the south, Aguijan. During 1955 a significant step was taken by the Administration in extending to the two

municipalities a considerable degree of local self-government by granting charters to the people which defined their executive and legislative powers.

262. In the municipality of Saipan a legislature was established, known as the Saipan Congress, composed of fifteen members who are elected for a two-year term on the basis of universal suffrage and secret ballot. They elect their own chairman and secretary and make provisions for keeping written records of their meetings which are published and open to public inspection. The Congress has the power to enact legislation "affecting the interest and welfare of the people of Saipan"; including appropriations for the financing of local government. After passage of each bill by the Congress, it is sent to the Mayor of Saipan for approval. If the Mayor does not approve a bill, he must present his objections in writing to the Congress, which may override these by a two-thirds majority. If the Mayor neither approves nor disapproves a bill within two weeks from the date of its passage by the Congress, the bill becomes law. To become effective, all legislation must, in addition, obtain the approval of the District Administrator. The Mission was informed by the latter that he had made it a practice to limit his review to the legality and technical form of the bills and did not interfere with local matters.

263. The Mayor of Saipan is elected by universal suffrage and secret ballot for a period of four years. He is assisted by an advisory body composed of eleven commissioners elected for a period of one year from the eleven precincts of the municipality. They are charged with the responsibility of assisting the Mayor to determine the needs and desires of the municipality concerning which legislation should be enacted upon the latter's recommendations to the Congress. They are also charged with conveying information to the people of their respective precincts concerning the activities of their government.

264. The Mayor of Saipan is responsible for the organization and efficient functioning of executive departments, the heads of which are appointed by him subject to the approval by the Saipan Congress. He is charged with recommending all new legislation to the Congress which he may deem necessary for the welfare of the municipality, to execute the laws of the community, to preserve peace, to further education and to promote the social advancement of the people.

265. The Charter for the municipality of Tinian is similar to that of Saipan, excepting that the members of Tinian Congress number seven instead of eleven and that there is no advisory body of commissioners to the Mayor. Aside from these differences, the terms of office, method of election, and functions of the officials are identical to those in Saipan. Since its establishment during the latter part of 1955 the Tinian Congress has approved a tax law for the municipality and a budget was under preparation at the time the Mission visited the Island. An elementary school on Tinian is operated by the municipality, with professional guidance furnished by the Education Department.

Public meeting

266. At a meeting in Saipan the Mission was introduced to the members of the Congress and other Saipanese officials of the local government who had gathered to greet the Mission. The Chairman of the Eighth Saipan Congress introduced four memoranda which he stated had been prepared after due consideration by the Congress. The first of these was a request[1/] that names of persons from other Districts of the Trust Territory seeking permanent residence on or lengthy visits to Saipan should be submitted to the Congress so that it could decide whether the applicants were of adequate moral calibre to meet the standards obtaining in the District. It was pointed out that this request was made with the intention not of barring free movement of citizens of the Trust Territory but of exercising a measure of control over persons coming to live in Saipan. The request was made with particular reference to the amended sections 951 (c) and 952 of the Code of the Trust Territory. These sections relate in particular to the provisions establishing areas and requirements for use of homestead tracts and the qualifications of those individuals who might make application for homesteads. The Administrator explained that previous proposals to this effect had been made to him but had differed from those presented now to the Mission. The previous request from the Congress had gone much further and had in fact sought powers to exclude persons from other islands lest they should disrupt local society. The Administrator had been unable to give favourable consideration

1/ See Annex I, p. 1.

to this request. The present proposal was considerably more moderate, but he preferred not to comment on it at the present stage. He suggested that the Congress should at a later date discuss the details of the request with him.

267. A second request[1/] submitted by the Saipan Congress concerned was submitted concerning compensation for privately owned lands which the United States Government had acquired following its occupation of the islands. This land either was partially damaged or was still in use by the Government. The Naval Administrator explained to the Mission and the Congress that any compensation for property damaged since the date on which the islands were taken over by the present administration would be a matter requiring action by the Congress of the United States. The Land Claims Office was cognizant of the matter, and it was the intention of the Administration to introduce the subject to the competent United States congressional authorities during 1956. Should their reaction be favourable, the Naval Administration would take the required steps to pay the appropriate compensation.

268. A third memorandum[2/] presented to the Mission at the meeting contained a request for an amendment to section 660 of the Code of the Trust Territory relating to nationality and citizenship. The Congress desired that certain groups of persons who under the prevailing provisions could not acquire citizenship, should be granted that right. It named in particular those Chamorro people born in Guam who came to Saipan during the German regime (1898-1914); persons born in Japan and Korea who had settled in Saipan during the period of the Japanese Mandate (1914-1944); and a few persons of various nationalities who had immigrated since 1944. The present proposal had been presented in a different form to the Naval Administrator some time previously. He requested the Congress to permit him to consider the new proposal which he would subsequently discuss in detail with its members.

269. The fourth and last memorandum[3/] submitted by the Congress outlined the benefits which the people of the Districts had enjoyed under the present

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1/ See Annex I, p. 2.

2/ See Annex I, p. 3.

3/ See Annex I, pp. 3-5.

Administering Authority and expressed gratitude for the active help which the United Nations had given in furthering the interests of the inhabitants of the Territory.

270. A matter of particular interest to the people of the Marianas Islands is that of the marketing of produce and the related question of shipping. Members of the Tinian and Saipan Congresses expressed dissatisfaction with the shipping situation between Guam and their islands. The people of the Marianas are the largest vegetable and fruit producers of the Trust Territory and their closeness to Guam makes them heavily dependent on that market. Since their crops are highly perishable and require regular means of shipping the people of the islands are anxious to obtain better services. They stated that the present shipping facilities were entirely inadequate and provided only sporadic service between Guam and the Marianas. As a result, their produce was frequently left to spoil and this caused them losses which they could not afford. On Tinian, for example, the Mission was told that up to the end of 1955, producers had been selling fruit and vegetables to the United States Air Force, but that sales had since fallen off due to lack of shipping. As a result, there was a surplus production on the island for which no substitute markets could be found. They also complained that a ship calling at their port to purchase produce for a market in Guam would select the best grades leaving the islanders with the lower grade vegetables which could not be marketed and consequently were left to spoil. They were concerned too over the high shipping rates and asked that these should be reduced enough to allow them to earn a reasonable profit from their produce.

271. The Mission discussed these requests with the Naval Administrator who agreed that the shipping situation was unsatisfactory. Several indigenous owned and operated vessels were serving the Saipan and Rota Districts but these were not capable of providing adequate services. In addition, a motor vessel belonging to the Pacific Navigation Company was serving the islands regularly, but the Saipanese considered the present freight rate of $20 per ton too high and were also critical of the Company's past operations. Other ships were providing sporadic service, but were not capable of filling the needs of the islands, which exported on the average 25 tons and imported 350 tons of cargo per month. The Administration was aware of the shipping difficulties in the islands and had, at the time of the Mission's visit, appointed a board of

naval officers to survey commercial shipping in the Saipan and Rota Districts. Later, before leaving the Territory, the Mission learned that the board had forwarded its conclusions and recommendations to the Commander, Naval Forces Marianas, but that the publication of its findings would have to await the completion of their consideration by a higher authority.

272. Regarding the marketing of produce, the Mission was informed that the most promising recent developments in agriculture in the Saipan District was the signing of a marketing agreement between the Tinian Farmers' Association and a reliable American managed concern on Guam. The people of Tinian had always been able to grow excellent produce but their shipping and marketing problems had been vexing, and it was hoped that this new arrangement would be beneficial to all. The Tinian Farmers' Association would continue to ship produce to Saipan on order. In addition, it was anticipated that by the start of the rainy season in July 1956, the farmers of the district would have at least 100 acres of dry-land rice under cultivation. Rice had been re-introduced into the Saipan District two years ago with a considerable degree of success.

273. The Mission was also informed that the homesteading programme on Saipan was well under way. To date, 548 applications for homesteads on Saipan had been accepted. A land and claims field team had made 86 inspections of the requested homesteads, during which they had staked out the tracts concerned, drawn sketch maps of each, and checked to see that the homesteads were within the allowable size. Permits to occupy the land were expected to be in the hands of all applicants who would be settled prior to 30 June 1957.

274. The homesteading programme on the island of Tinian was started in 1948 and a total of 87 applications was received. The Naval Administrator was in the final stages of dealing with the relevant papers and inspecting tracts which had been occupied for five years to determine whether the homesteaders had developed their land and were qualified for the grant of deeds. The programme on Tinian was expected to be completed by 31 May 1956. In addition, a total of 39 new applications for homesteads there had been received and these would be dealt with in the near future.

275. On the island of Saipan the Government of the Trust Territory had made available to cattle raisers 1,028 hectares of grazing land. Thirty-three

applications for this land had been received and leases were in the process of negotiation. On the island of Tinian fifteen applications for grazing land had been received for a total area of 284 hectares. Plans for homesteading to benefit the people living on the islands of Alamagan, Agrihan, Anatahan and Pagan in the northern islands, would be implemented as soon as the Saipan-Tinian programmes had been completed.

276. The Mission visited the first of the homestead farms which had been established on Tinian and saw that a variety of vegetables was under cultivation. The farm was well tended, and it also carried chickens and livestock.

277. The urgent need for improving the present shipping facilities cannot be too strongly emphasized by the Mission. Without knowing the findings of the naval board, the Mission feels that considerable improvement is required before there is enough shipping to fill adequately the needs of the people of the Marianas Islands. The Mission also considers it essential that the Administration should impress upon the farmers of the District the necessity for better procedures for grading their produce. During its interviews with local farmers, the Mission had occasion to note that the losses incurred by them through rejection of low grade produce were largely due to the fact that they did not appreciate fully the buyers' demands in terms of both the quality and the type of produce. The Mission considers that the farmers could have much more success in marketing if they were instructed in these matters.

B. MICRONESIAN STUDENTS IN HAWAII

278. While in Honolulu, the Mission visited five students from the Trust Territory who are attending the University of Hawaii. Four of these are sponsored by the United Nations Technical Assistance Fellowship Programme and a fifth had recently completed his studies under this programme in New Zealand and was attending the University under a Trust Territory scholarship.

279. The Mission was met by the President of the University, Dr. Paul S. Bachman, the students' counsellor, Mrs. Allen F. Saunders, and members of the faculty and other officials responsible for the preparation and supervision of the students' study programme. The programme for each fellowship holder had been specially

designed to meet the objectives outlined in each case by the United States Authorities in their applications to the United Nations. In order to enable them to obtain the greatest possible benefits from their studies, their advisers had, in addition to the courses they were to study in their primary field of interest, selected a number of other subjects which were designed to eliminate language and other deficiencies that might tend to retard them in their academic progress. It was explained that these questions were discussed at length with the students prior to their registration. They were receiving constant guidance as regards both their academic work and any personal problems which they might have.

280. The Mission met the United Nations fellowship students: Mr. L. P. Santos from Ponape, Community Development; Mr. F. K. Morei from Palau, Social Welfare; Mr. W. W. Sablan from Saipan, Sociel Welfare Administration and Mr. Takeo Yano from Palau, Public Administration, all of whom were officials in the Administration of the Trust Territory. The Mission was particularly interested in meeting Mr. T. O. Ramengesau from Palau who had recently spent three months in New Zealand and Western Samoa observing various activities in the field of public administration and who stated that it was "a fresh experience to observe the Government of another Trust Territory (similar to his own island, but politically far advanced on the road to self-government and economically far better off) in an actual operation". In the course of its conversations with the students, the Mission gained the impression that they were keenly aware of the problems of their own Territory and hoped to play a useful part in their communities after completion of their studies at the University of Hawaii. They expressed their gratitude for the valuable opportunity which the United Nations had given them. Their apprehensions over the long period they would have to spend away from their homes had been largely dispelled by the hospitality accorded them in Hawaii by officials, instructors and the people of Hawaii. They stated that in the four short weeks since their arrival they had come to appreciate the education to be gained from living with other people in an environment vastly different from their own and sharing with them new experiences which, they thought, could never be gained through formal education. Their knowledge of English was rapidly improving since it was their only means of communication both amongst themselves and with the people of Hawaii with whom they were in constant contact.

281. On the following day the Mission had a further opportunity to meet informally at the house of Dr. and Mrs. Allan Saunders with some thirty of the thirty-nine Micronesian students from the Trust Territory who were attending various two-year courses at the University of Hawaii under Trust Territory government and other scholarships. Dr. and Mrs. Allan Saunders hold "open-house" for them on Friday evenings for the purpose of providing the Micronesian students with an opportunity to meet each other and their instructors informally and to establish closer relationships. On this occasion, the Mission was impressed by the students' mature thinking, intelligence and eagerness to learn. One of their most general reactions was that the two-year programme outlined for them, while of great value, was in fact not long enough. Problems of their adjustment to the new environment and diversity of their respective educational backgrounds constituted, in their opinion, handicaps which would take some time to overcome, leaving them with too short a period to absorb fully all the subjects which they have to study. They added, responsibly and realistically that a further cause for worry was the fact that upon their return their people might expect too much of them and would expect them to be capable of solving all the problems of Micronesia.

282. The students seemed to feel that the older generation, while still anxious to retain Micronesian traditions, was becoming increasingly conscious of the importance of education. They were aware that the language barrier that still separated the older people of the different Districts of the Trust Territory would in time be eliminated as English became the common language of communication and would provide a basis of better understanding of the problems of the Territory. To illustrate their views they pointed out that among their small group every island language of the Trust Territory was represented. Their only means of communicating with each other was through the use of English which had made it possible for them to recognize that the differences in their cultural backgrounds did not preclude them from getting along with each other or understanding mutual problems.

283. The Mission was gratified to have had the opportunity of seeing that the Micronesian students were taking full advantage of the excellent educational opportunities in Hawaii. It wishes to express its appreciation to the officials of the University and in particular to Mrs. Allan F. Saunders for the valuable

and dedicated services they are rendering to the students of the Trust Territories and through them to the Trust Territory as a whole. The Mission also wishes to record its gratification for the use made of the United Nations Technical Assistance Administration fellowship and scholarships programme for the advancement of the Trust Territory.

C. THIRD SOUTH PACIFIC CONFERENCE AT SUVA

284. While in Suva, Fiji, on their way to Western Samoa, the members of the Mission had the opportunity of being present at the closing meeting of the Third South Pacific Conference on 3 May 1956. This conference was attended by seventy delegates from eighteen South Pacific territories, members of the South Pacific Commission and observers from international scientific, university and missionary organizations.

285. Among the delegates to the conference were two indigenous representatives from the Trust Territory of the Pacific Islands: Mr. Edmund Gilmar from Yap and Mr. Ricardo Borja from Saipan, accompanied by two representatives of the Trust Territory Administration as advisors. The Mission was informed that the Trust Territory delegation had introduced two written questions. One related to bringing about cultural change without affecting the people's identity; the other concerned the steps taken by the Commission to investigate the drying and storage of breadfruit and the development of new strains of breadfruit. The delegation had also taken an active part in the discussion of the question of the means used to combat alcoholism in the South Pacific Territories. The Mission was pleased to note the participation of delegates from the Trust Territory of the Pacific Islands in the work of the South Pacific Conference and saw it as a means of promoting friendship, progress and understanding among all Pacific Islanders.

PART II

POLITICAL ADVANCEMENT

Development toward self-government

286. Prior to the present Administration, little effort had been made to stimulate among the people the desire to assume greater responsibility for the conduct of their affairs through democratic institutions. It is only during the last decade that the population of the Territory has been enabled to develop, initially at the municipal and District levels, representative organs of self-government, replacing gradually the traditional forms of rule by the chiefs. This process must be carried out so as to promote necessary changes without disrupting the more desirable aspects of the indigenous social structure.

287. The process of accelerating political development will gain greater momentum as more and better educated people from the younger generation can assume their share of responsibility for conducting the affairs of the Territory. There are already indications of some progress in this direction. For example, during its discussions with students from the Territory attending the University of Hawaii, and later with students of the Pacific Islands Central School, the Mission was able to appreciate the impact which education was beginning to make on their outlook. Language differences, which had hitherto constituted a strong deterrent to the better understanding of inter-District problems, were gradually being overcome through a more widespread use of English as a common tongue. The very fact that students are being afforded an opportunity to come together from all Districts of the Trust Territory to obtain an education has helped them to gain an interest in and an understanding of the peoples of islands other than their own and is contributing to dispel insularity and parochialism.

288. The signs are still small, but they are there. The Captain of the field trip ship "Errol" in which the Mission travelled to Fais told the members of his experience in carrying students from the various Districts to the Pacific Islands Central School. Each time new students came aboard they kept to themselves and showed a tendency to distrust groups from other islands. The atmosphere on the return trip at the end of the school year was markedly different and he had noted how the students had become close friends.

289. To further the process of mutual understanding an inter-District conference was held at Truk in 1953, at which representatives of local government bodies discussed common problems. During its conversations with the Acting High Commissioner, the Mission raised the question whether it might not be desirable to convene additional conferences of this kind. The Acting High Commissioner felt doubtful about the value of meetings of the kind held at Truk in 1953, as in his view that meeting had not been as useful as had been hoped at the time. The Mission was told, however, that consideration had been given to a plan to bring two leaders from each District on a visit to the Territory Headquarters in Guam. Arrangements were now being made to invite such District representatives to the Headquarters some time in 1956, where they would be enabled to discuss problems with the High Commissioner and with members of his staff. It was hoped that, as a result, they would obtain a comprehensive understanding of the problems of the Trust Territory and of how they were being tackled.

290. The Mission feels that this approach by the Administration to bringing about a closer association of the people of the Districts with its work is commendable, but suggests that consideration should also be given to the holding of another inter-District conference at an early date. It feels that such a conference, expecially if it is held after visits of island leaders to Guam, should prove more successful and beneficial than in 1953 even if it does not aim at reaching important and concrete decisions. The Mission recalls that the Trusteeship Council has expressed the hope that further conferences of this kind would be held.

291. The Mission recommends that as a further aid to the development of a territorial consciousness a book be prepared in English for use in the schools outlining in simple terms the geography, history and the characteristics of the Territory and its people. The book should also explain the relation of Micronesia to the modern world, with emphasis on its trusteeship status and the political, economic and social conditions of the Territory.

292. Another helpful factor in breaking down the barriers of parochialism is the fact that a few indigenous officials of the Administration, particularly in the fields of education and public health, have been assigned to positions outside their home Districts. This, besides being valuable to the Districts to which they are posted, enables the officials concerned to widen their experience,

professional and otherwise. To date, much inter-District postings have been few in number, but the Mission was informed that as more trained personnel became available inter-District assignments would be increased.

293. The Mission found that there was amongst responsible Micronesians an awareness of the difficulties involved in the speedy establishment of a political body on a territorial-wide basis. For example, members of the Marshallese Congress Hold-Over Committee told the Mission that it was difficult for them to think of an inter-District organization at the present time when the District organizations had not been long in existence and the people were just beginning to learn the intricacies of local representative government. While they felt that the development of an inter-District organization must come at a later stage they stressed the fact that, for the present, political education at the municipal and District levels was the most pressing task, and that the solution of local problems through representative bodies was their most urgent preoccupation. They pointed out that the degree of local self-government already granted to the peoples of the Trust Territory by the present Administration was a novel experience for them. Consequently, they required a certain period of adjustment and experimentation with the new forms of government with a view to developing and adapting these institutions to their own needs. The Mission considers that the attitude of the leaders of the Marshallese people in placing primary emphasis on the development of political institutions at the District and municipal levels is realistic.

294. The slow growth of a territorial consciousness at this stage of the development of the Territory need not in itself be regarded as a serious defect inherent in the political structure now in existence; indeed, its development by means of education and a gradual process of evolution may in the end be all the sounder.

295. In keeping with the Government's policy of developing local political bodies, a number of significant changes have been effected recently. As has been described for each District in Part I of the present report,[1/] an increasing number of traditional chiefs have been replaced by elected magistrates. The

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1/ See paras. 25-27, 58-61, 93-96, 141-145, 195-196, 246, 261-265.

Mission was particularly interested to note this development in the Ponape District where local traditional influences had tended to retard the evolutionary process of popular elections. The decision[1/] taken in 1955 by representatives of every Ponape municipality to select officials through popular elections rather than by appointment is a most welcome development, particularly as this decision was initiated by a number of individuals who were themselves holders of high hereditary titles. The decision to elect magistrates by popular elections does not preclude the possibility of hereditary chiefs being elected to these positions, but the way has been cleared for further advance.

296. Another significant step in delegating greater responsibility to District bodies took place in 1955 when the Palau Congress was granted its charter,[2/] whereby it was empowered to promulgate local legislation. The Mission welcomes this and similar developments which have taken place in recent years in the Saipan, Truk, Ponape and the Marshall Islands Districts and hopes that these measures will be extended to the remaining Districts of Rota and Yap.

297. According to the terms of the Charter granted to District bodies such as the Palau Congress, resolutions adopted by these organizations take the force of law when approved by the High Commissioner or if no action has been taken by him within 180 days after their submission. During its visit, the Mission noted that Section 20 of the Code of the Trust Territory contained no provisions for decisions of the Congress to be promulgated as law and that they had hitherto been brought into force by means of District Orders. The Mission discussed the matter with the Acting High Commissioner and was gratified to learn that he was taking appropriate steps to make the necessary amendments to Section 20 of the Code whereby the need to proceed by way of District Orders would be obviated. It was subsequently informed that the Code had been amended on 27 March 1956.[3/]

1/ See para. 141.

2/ See para. 59.

3/ See para. 61.

Administration of the Territory

298. In order to bring the headquarters of the Trust Territory Government closer to the Territory, the seat of Government was transferred in 1954 from Honolulu to Guam, as an interim measure, pending its relocation at a permanent site in the Territory itself when circumstances permitted and funds became available for this purpose. The move to Guam has enabled the High Commissioner and his headquarters staff to keep in closer contact with the Administrative Districts of the Territory than had previously been possible. It may be recalled, however, that Guam is not actually a part of the Trust Territory.

299. The question of locating the headquarters of the Government inside the Territory has been discussed on numerous occasions in the Trusteeship Council and considered by the Administering Authority. The Mission was informed that possibility of a transfer of the headquarters to Dublon, in the Truk District, as previously mentioned in the Trusteeship Council, had not been abandoned, but that an early development in that direction was not expected. The argument that the movement of the headquarters into the Territory would bring it into closer contact with the people was described by the Acting High Commissioner as only partly true; if the headquarters were located on Dublon only a small segment of one District would be directly affected. Moreover, this would not solve the complicated logistics problem as Guam would still have to serve as a centre of transportation and communications for the entire Trust Territory. The Acting High Commissioner estimated that the development of a site on Dublon would require an initial capital expenditure of $2,000,000 exclusive of marine and aviation installations. Since physical limitations made construction of the latter extremely difficult, if not impossible, continued use of existing repair services on Guam would be necessary. The Administration was conscious, however, of the advantages of having administrative services closer to the people; it had therefore transferred the medical headquarters of the Territory to Ponape and the educational headquarters to Truk and plans were being made for an early transfer of the headquarters of the Department of Agriculture and Fisheries to Ponape.

300. Another current problem is the division of the administration of the Territory between the civil and the naval authorities of the United States

Government.[1] Following the transfer in 1951 of responsibility for the Administration of the Territory from the Secretary of the Navy to the Secretary of the Interior, an Executive Order was issued on 10 November 1952 whereby for security reasons an area including the islands of Saipan and Tinian was returned to Navy administration as from 1 January 1953. The Order did not, however, include the island of Rota, lying between Guam and the area returned to Navy control. Having been administered until 1953 as an integral part of the Saipan District, Rota was consequently left to itself without any apparent District Administration of its own, until in 1955 it was made the seventh District of the Trust Territory.

301. As a result of this step the Marianas chain has been divided into two separate Districts which derive administrative authority from two different sources. In the Saipan District responsibility for local administration rests with the Commander-in-Chief of the United States Pacific Fleet at Honolulu while in the Rota District similar authority is exercised by the High Commissioner of the Trust Territory. Although the Code of the Trust Territory is equally and fully applicable to both Districts, the divided administration has nevertheless caused dissatisfaction among the inhabitants of the Marianas. The most serious complaints received by the Mission centred around the formalities at present in force by which travel documents are required of citizens of the Trust Territory wishing to enter Guam and the Saipan District. As the regulations apply equally to residents of the two Districts wishing to travel between Rota, Saipan and Guam, they have caused some resentment among the people who feel that their freedom of movement has been impaired. This is perhaps all the more so because the people of the Marianas chain are linked to each other and to Guam, both geographically and ethnically. They depend on Guam as a market for their produce and as a source of employment opportunities, and they have been accustomed to frequent travel for this purpose and also in order to visit relatives living on other islands.

302. The request received by the Mission from the people of Rota[2] demanding the "union" of all the people of the Marianas was evidence of the problems created by

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1/ See paras. 251-252, 259-260.

2/ See para. 251 and Annex I, p. 5.

the administrative division of the Marianas. Prior to their separation from the Saipan District they had been able to visit Saipan, Tinian and the other islands, excepting Guam, without the necessity of obtaining travel documents. They had, moreover, enjoyed greater economic, social and educational cohesion with the rest of the District, since the Saipan administration had provided uniform services to all islands of the District. Aside from the formalities regulating travel now in force, the creation of a separate Rota District with its own administrative machinery was costly; in addition, the people of Rota in their dealings with the people of the other islands in the Marianas must depend on effective liaison between the two administrative headquarters in Guam. The disadvantages of the prevailing situation have apparently been partially offset by the co-ordination that has been established between the Saipan District and the headquarters of the Trust Territory.

303. In discussing this matter with the officials at Saipan and the Acting High Commissioner, the Mission was informed that the general policies of the Administration were applied in all Districts of the Territory and that policy changes were discussed at the highest level, and co-ordinated before they were implemented. During the past six months efforts towards co-ordination have been intensified by the exchange of specialists with a view to improving agricultural projects on Saipan and the remainder of the Trust Territory.

304. With regard to travel documentation, the Mission noted that Trust Territory citizens desiring to travel to Guam were required to possess a valid Trust Territory travel document with the proper visa. This document is standard throughout the Trust Territory and is issued in the Saipan District by the Naval Administrator and by District Administrators in the remainder of the Territory. As regards travel to Guam, non-immigrants are normally permitted to stay at Guam for a period of twenty-eight days, while students may remain for the length of the school term. No restrictions are being placed on the number of visits which a person may wish to make during the period of validity of his visa. Persons other than citizens of the Trust Territory who travel from Guam to Saipan require security clearance from the Naval Authorities in Guam in addition to their travel documents. Permission to enter the District is usually granted if the visitor can provide evidence that the visit will benefit the people.

305. Trust Territory citizens going to Saipan from other Districts of the Trust Territory via Guam must possess a valid travel document and visa and must also obtain prior entry clearance by the Naval authorities. If entry is made otherwise than through Guam, an identification paper and prior entry clearance are required.
306. The Mission was informed that entry clearance was required merely to ensure that known criminals and other undesirable persons who might impair public order did not enter the District; all other persons wishing to visit there were granted permission provided that they could give an assurance that adequate accommodations were available to them. The Mission was also told that clearance had been rarely denied and that permission to enter was generally granted without delay.
307. The mission recognizes that it does not possess the information nor is it within its competence to pass judgement on administrative arrangements based on strategic and security considerations. But it wonders whether, if it could be arranged without prejudice to essential security requirements, the interests of the people of the Saipan district would not be better served by the transfer of the administration of the District to the civil government of the Trust Territory. In this connexion, the Mission wishes to point out that military requirements have in fact been met in the Marshall Islands without the need for establishing a District Naval Administration in any part of that District.

Civil service

308. Like its predecessor, the Mission was concerned with the prevailing conditions of service of American officials in the Administration of the Trust Territory. Under the present system, they do not enjoy permanent tenure and are not members of the United States Civil Service. Their appointment with the Trust Territory Government is made at headquarters in Guam with the approval of the Department of the Interior. They are engaged on a two-year contract basis subject to possible re-employment after the expiration of that period. As a consequence of these limitations, the Trust Territory is beset by constant turnover in personnel, making the achievement of continuity in service extremely difficult. It takes a newcomer time to adjust himself to local conditions and to familiarize himself with local problems; it is scarcely too much to say that by the time a new official is able to carry out his duties effectively the greater part of his two-year contract

has expired. The official, for his part, often feels that the conditions of his contract do not warrant his continuance in employment with the Trust Territory Government. The complete lack of any assurance of a career service has inevitably tended to create a feeling of insecurity and this is intensified by the valid consideration that prolonged absence from his home country will increasingly impair his opportunities of obtaining employment in his particular field.

309. On the other hand, it is the policy of the Administration to replace non-indigenous personnel by Micronesians as quickly as possible. The Mission fully endorses this policy but wishes to point out that at this stage the services of a relatively large number of qualified American personnel of high calibre are still required, who should be able and willing to train their Micronesian counterparts to take over from them. The Mission realizes that it may not be easy to attract and retain a sufficient number of American personnel prepared to work for the early termination of their own careers in the Trust Territory, but it would be detrimental to the interests of the inhabitants of the Trust Territory to replace American personnel by Micronesians who lack adequate administrative training and experience. Paradoxical as this may seem, the Mission is, therefore, of the opinion that in order to increase and hasten the constructive participation of Micronesians in the Administration, it is essential at this stage to increase rather than decrease the number of American personnel.

310. United States citizens employed in the Trust Territory administration are now being considered for inclusion under the Civil Service. The Mission was informed that the programme was expected to be put into effect on 1 April 1956 and would result in primary recruitment being conducted through the United States Civil Service Commission although in the case of posts for which the Civil Service Commission is unable to provide suitable candidates the Trust Territory Government will still be permitted to make direct appointments. Persons so appointed will not be considered as permanent members of the Civil Service. The principal advantage of this change is that officers with full Civil Service status will have the possibility of transferring to other Civil Service positions outside the Trust Territory, for example, the Department of the Interior. Similarly, vacancies existing in the Trust Territory may be filled by transfer of Civil Service employees from other agencies of the United States Government.

311. The Mission is of the opinion that the implementation of these proposals should correct some of the deficiencies of the present system of recruitment and job tenure. Nevertheless, the Mission feels that further inducements may be required to secure greater continuity of service in the Territory, particularly as regards housing which is still far from adequate. The Mission noted that most of the houses accommodating Administration officials were of the quonset hut and other temporary types of construction, and that many of them had been condemned by the United States Navy several years before as uninhabitable. Steps are now being taken to remedy this situation and funds have been allocated for the replacement of many of these structures and the Mission urges that the programme should be carried out energetically and without further delay.

312. The Mission was aware of some of the personnel difficulties which the Administration has experienced in the past, but it gained the impression that there had been a general improvement in the calibre of administrative personnel employed. It particularly commends the achievements of the Acting High Commissioner in recruiting officials whom it found to be dedicated to their work and to interests of the people of the Trust Territory. During its travels through the Trust Territory the Mission had frequent occasion to observe the good work of these officers and to hear the people ask that they should be kept in their posts. On the other hand, it could not fail to notice the presence of officials who were not entirely suited or qualified for the positions they held.

313. The Mission also saw much good work being done by Micronesian personnel and was impressed by the ability of many of the officials it met. It found cases, however, where inadequately trained people were unable to carry out their functions as effectively as could be desired. The Mission wishes therefore to re-emphasize the need for effective training to enable Micronesian personnel to meet the required standards.

314. Micronesian personnel will not, of course, be affected by the plans for integrating American staff in the Civil Service of the United States Government. They are employed in accordance with the provisions of the Trust Territory Personnel Manual at rates of pay and in positions classified in accordance with the Micronesian Title and Pay Plan, which are promulgated by the High Commissioner and are described in the annual report of the Administering Authority. The Mission was informed that a study was being conducted by the Director of Personnel concerning salaries and wages for Micronesian personnel and labour.

ECONOMIC ADVANCEMENT

Public finance

315. The present economic resources of the Territory are meagre and their development is hampered by geographical factors. Copra and trochus production are the main sources of cash income, and the level of that income is low. The result is that revenues derived from local taxation are entirely inadequate to cover the high costs of administrative and other services, and the Territory must continue to look to the Administering Authority for substantial financial assistance.

316. During 1955 total local territorial revenue amounted to approximately $1,500,000, while expenditures amounted to $6,200,000, the difference being made up by the Administering Authority. It is difficult to see how local revenues could be increased in the near future. The Mission noted a tendency on the part of the Administration to emphasize the need to reduce the heavy deficit of the Trust Territory. Such a reduction unless achieved by increasing local revenues would have to be brought about by reducing the present amount of appropriations and to do so would have the adverse effect of limiting the scope of the Territory's development by depriving it of adequate personnel and material assistance that are required. While the Mission appreciates the fact that the Administering Authority is already appropriating funds to cover the deficit of the Territory, it feels that the budget still fails to provide sufficient funds for essential economic and social development. The natural resources of the Territory are limited, but the islands are of such strategic value to the Administering Authority, that it should, in the Mission's view, increase its appropriations, so that the development of the Territory is not hampered.

317. The Mission also takes the view that effective support can be given by municipalities to local institutions such as schools, dispensaries and the like (which in the opinion of the Mission are at present in need of considerable improvement), only when the communities are capable of raising the funds needed for these purposes. Until that point is reached, they are entitled to look to the Administration for a considerable measure of financial support to maintain local services at an efficient level.

Japanese currency, postal savings and bonds; war damages

318. The delay in reaching a decision on claims in respect of Japanese currency, postal savings and bonds has been in the past the subject of dissatisfaction among the indigenous inhabitants, who brought their grievances to the attention of the previous Visiting Missions. The present Mission found that this dissatisfaction still exists.[1/]

319. These claims fall into three categories. The first concerns Japanese currency held by the population when the islands were occupied by the armed forces of the United States. At the time of occupation the islanders were ordered to turn over to the military authorities all such currency in their possession. They were reimbursed in dollars for a maximum of one thousand yen, receipts being issued for the balance of yen currency surrendered. The Administering Authority held the view that it had no legal obligation to redeem the remainder of the currency. Nevertheless, it studied the matter further and informed the Trusteeship Council that funds had been allocated to settle these claims. The Mission was gratified to learn that currency claims submitted so far had been paid and that additional funds were available to meet any claims which holders of Japanese currency, who had not yet come forward to redeem it, might present in the future.

320. The second category of claims relates to Japanese postal savings and bonds which are held by the indigenous inhabitants and which so far have not been redeemed. The 1950 Visiting Mission had suggested that such claims might be taken into account in the peace treaty with Japan and had pointed out that the payments could be absorbed by Japanese exports to the Territory. The Administering Authority subsequently reported 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, against Japan and its nationals should be made the subject of special arrangements between Japan and such authorities. It reported further that consideration was being given to the types of claims which might be appropriately included in any special arrangements to be negotiated accordingly with Japan on behalf of the inhabitants of the Trust

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1/ See paras. 44, 62, 131-132, 166 and 250.

Territory. Subsequently, the 1953 Visiting Mission and the Trusteeship Council, while fully appreciating that these claims did not represent a legal responsibility incurred by the Administering Authority, were of the opinion that some final action should be taken at the earliest opportunity.

321. During its visit, the present Mission also received numerous requests by the people for the redemption of Japanese securities held by them. A representative of the Administration explained the Administering Authority's stand on the matter, but the islanders were not satisfied and stated to the Mission that these securities represented their savings and that some of them had been purchased under threat of force. Other claims were still pending and no word had been received concerning their disposition.

322. A third category of claims relates to compensation for loss of life and damage to property due to war action.

323. The Mission was informed that claims concerning war damage as well as bonds and postal savings had been submitted by the Trust Territory Government to the United States Department of State for negotiations with the Japanese Government. It was, however, considered problematical whether negotiations were likely to bring forth such results as to warrant holding out hope to the Micronesians that the claims would be paid.

324. The Mission knows these matters to be of deep concern to the people of the Trust Territory, who are reluctant to accept further delays of the settlement of their claims or to renounce them outright, particularly in view of the fact that during the past decade no clear indication has been given them that their claims would not be met. The Mission feels that these claims, which have been pending for a long period, warrant urgent consideration by the competent authorities. It wishes to recall that before the Territory was placed under Trusteeship System, the people of Micronesia were administered under Japanese Mandate and were guaranteed protection of their welfare by the International community. The claims arise out of conditions over which they had no control and as a result of which they suffered considerable hardship, and the status of their Territory under the Trusteeship System does not enable them to negotiate on their own behalf any claims arising out of the war. For these reasons the Mission feels strongly that every effort should be made by the Administering Authority to reach a settlement of this problem at the earliest possible moment.

Trade

325. Much of the economic life of the Territory depended between 1947 and 1954 on the Island Trading Company of Micronesia, which was a non-profit trading agency in the area controlled by the Government of the Trust Territory. Originally financed by the Government of the United States, the Company had as its objective to provide essential imports to the Territory and to market their exports. In addition it assisted in fostering the establishment of local business enterprises. The profits derived from its operations were utilized to repay the original financing and to further the economic development of the Territory. A number of branches were maintained by the Company throughout the islands, and these served as supply centres and as collection points for indigenous products. In 1950 the Company was made the sole exporting agent of copra, the principal product of the Territory and the mainstay of its economy. In the Saipan District, the Northern Marianas Development Corporation carried out operations similar to those of the Island Trading Company.

326. In keeping with the Government's policy of endeavouring to maintain reasonably stable prices for copra despite fluctuations on the world market, a Copra Stabilization Fund was established which was financed out of profits derived from the Company's handling of copra and by contributions made to the fund from sales of copra whenever world market prices were high. The object was to make it possible to support copra prices when the market fell. Thus, the Company was able to perform an important service to the Territory by providing copra producers throughout the Territory with a regular market at reasonably stable prices. In addition to these functions, the Island Trading Company was charged with the responsibility of encouraging local trading enterprises and of preparing them to take over the import and export of trade goods and the marketing of copra. Several Micronesian concerns, notably the Truk Trading Company and Western Carolines Trading Company, operated alongside the Island Trading Company from which they bought goods for supply to retailers in the islands. The Island Trading Company also operated a number of experimental and development undertakings, conducted credit and banking facilities, collected certain revenues on behalf of the Government, and provided additional transportation for administrative purposes.

327. It had, however, been made clear from the outset that the Island Trading Company should withdraw progressively from operations as indigenous enterprises became capable of supplanting it, and the Congress of the United States decided in 1953 that the Company's operations should cease on 31 December of that year. By a later decision, the life of the Company was extended for one year and it was formally liquidated on 31 December 1954.

328. In view of the important functions which the Island Trading Company had carried out in practically every phase of the Territory's economy, the 1953 Visiting Mission expressed concern regarding the ultimate effect of the Company's cessation on the life of the Territory and found it difficult to envisage the effective transfer of its primary and ancillary functions to locally operated companies. The present Mission was, therefore, particularly anxious to obtain the fullest possible information about the present situation. As a result of its investigations, the Mission found that the liquidation of the Island Trading Company at the end of 1954 had not caused any disruption in the economic life of the Territory. On the contrary, the Company has been smoothly and successfully replaced by locally chartered trading companies in each District.

329. The Mission was pleased to note the progress which these District companies[1/] had made through the expansion of their operations since taking over the functions of the Island Trading Company. They are joint stock companies chartered under the laws of the Trust Territory, and shareholding is restricted to Micronesians. A Micronesian board of directors elected by the stockholders suprevises and controls the operations of each company with the advice of an American manager. Capitalization is set at a maximum of $100,000 in shares of $10 to $25 par value. The expansion of these companies has been accelerated greatly since the dissolution of the Island Trading Company, but the expansion in volume of business cannot be attributed solely to this factor. In most cases, markets have been widened. Despite the fact that some of the Companies have been paying dividends up to 25 per cent on the par value of the stock from profits accrued during 1954 and 1955, sufficient net surplus capital has been retained by the companies to increase their working capital funds. A further beneficial

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1/ See paras. 29-32, 73-78, 99-102, and 203-209.

aspect of their operation is the close association of Micronesians in their management. Not only is the business policy determined by the Micronesian boards of directors, but their employees are exclusively Micronesians with the exception of the managers. Moreover, through participation in these enterprises the people of the islands are acquiring valuable business and managerial experience. Nor has the presence of these trading companies prevented the establishment of other locally operated and managed private companies. Although the exclusive right of handling copra is enjoyed by only one trading company in each District, no other restrictions exist which would prevent anyone from starting competitive enterprises. In the Truk, Ponape and Marshall Islands Districts in particular, a number of trading concerns are operating successfully and, although competition is described as keen, they have been able to show sizeable increases both in volume of business handled and in profits. In addition to the business conducted in the stores of the trading companies, merchandise is also sold to the people living on outlying islands from field trip ships which carry quantities of trade goods for spot sales and deliver mail-orders when calling periodically for the collection of copra. In some cases the demand for trade goods has been so heavy that by the time the ships have reached the most distant island areas, their stores have been exhausted. In the Truk District, in particular, several companies have been formed in recent years which carry on trade with outlying islands and have demonstrated considerable organizing skill. Credit facilities previously extended by the Island Trading Company are now provided through a revolving loan fund established by the Administration from which business and economic enterprises in the Territory may borrow at nominal interest rates.

330. The Mission feels that the apprehensions expressed previously over the future of trading operations in the Trust Territory as the result of the decision to dissolve the Island Trading Company have been dispelled by the successful operations of the successor companies. These trading enterprises have not only been able to assume the activities formerly carried out by the Island Trading Company, but are capable of extending their operations for the benefit of the Trust Territory. The Mission considers that the initiative demonstrated by the management of the enterprises, the business sense of the Micronesian directors and the assistance given them by the Administration are deserving of commendation.

331. The Copra Stabilization Fund continues to operate as previously under the control of the Copra Stabilization Board, and the functions of the local trading companies at the District level, as regards the purchasing of copra, are identical with those formerly carried out by the Island Trading Company. The main departure from the previous system of marketing is the transfer of marketing functions under contract to an American concern which maintains its offices at Guam. Under the terms of the contract now in force the actual costs of financing, weighing, grading, warehousing and shipping of the produce are deductible costs for the contractor and are direct expenses for the Copra Stabilization Fund. The costs of marketing, supervision, travel, communications, supplies and materials are non-deductible costs and are included in a $2.40 per short ton allowance granted the contractor under the provisions of the contract. Two per cent of the gross selling price is guaranteed to the contractor to ensure that he will seek the highest market price obtainable. During 1955, copra marketed amounted to 12,372 short tons and represented a further increase in production over the preceding two years (12,120 tons in 1954 and 10,214 tons in 1953).

332. The Copra Stabilization Board consists of five members of the staff of the High Commissioner of the Trust Territory. Regular meetings are held quarterly and special meetings are held whenever conditions make it necessary. During its regular meetings the Board determines the price of copra to be paid to the producers in the light of the prevailing world market conditions. The Mission was informed that during the previous twenty-one months only one special meeting had been held in January 1956, when the Board raised the price by $10 per ton to the prevailing rates, according to grade, of $110, $100 and $90 per short ton, delivered at trading company warehouses. As at 31 January 1956 the Copra Stabilization Fund showed net assets of $817,421.35 which the Board considers adequate for its purposes.

333. During its meetings with the people of the Trust Territory, however, requests were made to the Mission for increases in the prices paid for copra.[1/] The Mission felt that these were due in some measure to a lack of understanding

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1/ See paras. 130, 169 and 181.

of the factors governing the price of copra, and suggests that action should be taken to explain more fully the reasons for the fluctuation of prices and the purposes of the Copra Stabilization Fund. The Mission also feels that efforts should be made to associate qualified Micronesians in the administration of the Fund.

334. The Mission noted with appreciation that the Administration had initiated an investigation to discover better methods of harvesting trochus. The trochus season at present extends over a period of only two weeks each year and studies made by the marine biologist should reveal whether conditions will permit the extension of the season over a longer period of time. The outcome of the present investigation, which will also cover inquiries into the breeding methods of trochus, could be of considerable importance to the economic life of the Territory by securing a substantial increase in production. During 1955 sales amounted to 327,000 pounds valued at $119,670.

Land and agriculture

335. The limited land area of the Trust Territory, totalling only 687 square miles, is the primary source from which the inhabitants gain their livelihood. Soil and climatic conditions vary considerably from one island group to another and determine to a large extent the use to which available land, which at present provides mere subsistence for the 63,000 people of the Trust Territory, may be put to advantage. Under such circumstances, land development becomes of vital importance, particularly when it is measured against the Territory's rapidly increasing population. Aside from considerations inherent in the physical and climatic conditions, the development of available land resources has, however, been impeded by land ownership problems.

336. During the German administration, ownership titles were issued for land actually in use, while unused land was vested in the District or the community. Under the Japanese administration, however, land to which no title existed was declared public domain from which long-term leases were granted to Japanese interests. During the war, moreover, land was acquired by the Japanese from individuals under pressure at inadquate prices and in some instances without compensation. Under the present administration, efforts have been made to settle

the numerous land claims of indigenous inhabitants which centred around three principal issues:

(a) the public domain with respect to which claims exist for lands alienated by the Japanese;

(b) claims arising out of the use or a deterioration of lands as the result of war activities, and

(c) the use of some lands for current Trust Territory administrative installations.

337. Under the Code of the Trust Territory, all land that was formerly public domain and, pending adjudication of claims, all land that was formerly owned and controlled by Japanese interests is held in the custody of the Administration to be used for the benefit of the inhabitants. Responsibility for determining and assessing claims rests with the Land and Claims Administrator, who is charged with surveying disputed land and determining its ownership. His decisions are, under the Code, subject to appeal to the High Court of the Territory. Of the total land area of the Trust Territory, an estimated 434 square miles of land falls within the public domain, including land used by the Administration.

338. As regards the actual process of settling land claims, frequent complaints made by indigenous inhabitants were directed at its slow progress. The Mission was told that the delay was in part due to the fact that most of the former Japanese land records had been destroyed during the war, making it diffiuclt to determine ownership, titles and other relevant facts, added to which further complications were caused by the extremely complex property customs still observed in many parts of the Trust Territory. Thus, marked progress in settling claims had initially been confined to the Northern Marianas Islands. Recently, however, this work had received additional impetus as a result of an increase in the staff of the Division of Land Titles and Claims and the establishment of new District Land Transfer Boards on Rota and in the Marshall Islands. These measures had enabled more rapid progress to be made in the surveying of landholdings, the determination of titles and the settlement of claims.

339. The Mission was informed that with regard to the other categories of land claims, - those against the United States arising out of the war or as a result

of the utilization of land by the Administration, - the settlement of all such claims had been completed on Tinian and Saipan. Funds had been made available for the settlement of all claims in the Truk District, where payments would be completed in the near future. A determination of claims arising in the Marshall Islands and the remainder of the Trust Territory was expected to begin some time after the middle of 1956. Of land remaining in the public domain, a portion had been set aside pending the determination of ownership disputes. The greater part of the land area remaining in the public domain had been reserved for the purpose of homesteading, due regard having been paid to the future land requirements which might arise from increasing population pressures. While noting the progress already made in the settlement of the various land claims, the Mission urges that this process should be accelerated.

340. Homesteading programmes[1/] are prepared in the Districts according to a general homesteading policy set forth in the Code of the Trust Territory. Programmes are subject to approval by the High Commissioner but administrative details are a District responsibility.

341. The importance of a homesteading programme varies from District to District. In certain atoll areas of the Truk and Ponape Districts overpopulation has become a problem, but while the Truk District has a limited land area for expansion, Ponape has large areas of unused public lands which are suitable for farming. Therefore, a homesteading programme for Ponape, to accept applicants from both Districts as well as from other parts of the Trust Territory, has been devised by its Administrator. This homesteading programme was developed through the efforts of the District Land Title officer and the Local Land Advisory Board, made up of American and Micronesian members, with District Agriculturists and the Land Claims Officer acting as advisors as prescribed in the Trust Territory Code. The Board determines the size of the land area to be allocated and the conditions which must be met by the homesteader in order to gain title to a given piece of land. All agreements are approved by the District Administrator before action is taken. At Babelthaup in Palau District comparatively large land areas are available for use. A programme of homesteading

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1/ See paras. 98, 146-152 and 273-276.

in the Palau District has been prepared and resettlement is expected to begin shortly. Rota presents a situation similar to Babelthaup where sizeable land areas are available for homesteading by a relatively small number of applicants.

342. The Mission noted with appreciation the progress made in providing land under these programmes, particularly in the Ponape and Saipan Districts where the programme has gained momentum during the past two years. Under the programme in Ponape, 105 families from Kapingamarangi and Pingelap have been settled on homestead tracts, and this has served the dual purpose of providing them with adequate land and at the same time of aiding in relieving population pressures on their former home islands. Similar settlements have been established on Ponape for a group of Losap people from Truk and it is expected that an additional forty Iosapese will be settled under homestead agreements upon the completion of land surveys. It is the opinion of the Mission that the homesteading programme will prove of great value to the people of Micronesia, but that adequate advice and supervision should be provided. The Mission did not gain the impression that such advice and supervision were being extended at present to a degree that would ensure the success of the programme.

343. Progress in the development of agriculture has been slow. In view of the fact that the economic advancement of the inhabitants of the Trust Territory is in large measure dependent upon advice, training and material aid in the improvement of agriculture, the Mission feels that greater efforts are required in this field to meet the urgent needs of the Territory.

344. The Mission was informed that due to differences in soil type, rainfall, temperature, vegetation and land area which influence agricultural production in the Trust Territory, each District has its own agricultural programme.[1/] This programme is prepared by the District Agriculturists in co-operation with other District services, and approved by the District Administrator and subsequently by the High Commissioner. Special agricultural programmes such as the Cacao Project in Palau[2/] and the Jaluit Project[3/] are prepared by the project manager

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1/ See paras. 33, 80-83, 152 and 201.

2/ See para. 83.

3/ See paras. 229 and 231.

and submitted directly to the High Commissioner. The agricultural policy envisages self-sufficiency as the main objective and emphasizes (1) the improvement of subsistence agriculture, (2) the improvement of present cash crops, notably copra which is the mainstay of the economy and (3) the introduction of additional subsistence and cash crops, notably cacao.

345. In attempting to meet these objectives the Department of Agriculture and Fisheries has been expanded in the last two years. The original establishment of eight District agriculturists, an entomologist and a staff agriculturist has now been expanded to fourteen agriculturists, a staff agriculturist, a copra advisor, an entomologist, a fisheries biologist and a plant pathologist. In addition, Micronesian agricultural employees are being trained to provide District coverage.

346. All Districts now have agricultural extension programmes operating from a District agricultural centre, but these vary considerably in scope, intensity and efficiency. Most of them are still at an initial stage of development. The aim is to introduce new strains of food plants and to improve present methods of agriculture and animal husbandry. Seeds, plants, animals and information are distributed from the agricultural centres and advice is given. The extension agriculturist and his trained Micronesian agents work directly with the farmers. Demonstrations in improved agricultural techniques are carried out by the extension agents both in the field and at the agricultural centres.

347. The Mission was pleased to note the increases in establishment from ten to nineteen. It considers, however, that the improvement in the size of its staff has failed as yet to exert its needed impact on the agricultural programme. During its visits to agricultural stations in the Districts of the Trust Territory, the Mission noted that the qualifications of the supervisors varied considerably. In addition, constant changes in personnel had tended to slow down the activities of the centres. In Ponape, for example, turnover had involved six agriculturists during the past eight years and similar conditions had existed elsewhere. The Mission is aware of the difficulties encountered by the Administration in recruiting qualified agricultural specialists on a permanent basis, but this only increases its doubts about the desirability of permitting the degree of local autonomy which at present is encouraged. The Mission is of the opinion that a greater measure of direction by the Department of Agriculture

and Fisheries in the planning, supervision and co-ordination of all agricultural programmes would be beneficial. In this connexion, the Mission was particularly disappointed at the slowness with which the development of agricultural extension work was being conducted. It feels that in view of the urgent need for the development of agricultural resources, serious consideration should be given to careful long-range planning for their improvement and that every effort should be made to recruit a considerably larger and more highly qualified agricultural staff than is at present available and to speed up the training of extension agriculturists. As did its predecessor, the Mission envisages a programme which would include a land utilization survey, measures of soil conservation and re-afforestation, the general improvement of indigenous agriculture by encouraging the use of fertilizers and the improvement of new plants, increased research into plant selection and into the suitability of new breeds of livestock, and the acceleration of the existing educational programme with special emphasis on extensive training and demonstration projects for the benefit of the producers.

348. Reference has been made earlier in the present report to the fact that copra is the mainstay of the economy and the Mission regards it as important that this industry should receive the priority attention of the Administration in any long-term plan of development.

349. During its visits to the different Districts, the Mission was able to appreciate some of the requirements for the development of the copra industry. These requirements may be summarized as follows:

1. To foster a desire among the people to collect all available coconuts in excess of their daily requirements and to process them into good quality copra. In some of the Districts such as Yap, the Mission gathered the impression that the people turned to making copra only when they were in need of cash, and, consequently, considerable quantities of coconut were allowed to rot on the ground.

2. To plant more coconuts and for that purpose to provide the people with selected seedlings.

3. Rehabilitation of old coconut groves by replanting with selected seedlings and restoration of the fertility of the soil by means of leguminous plants or artificial fertilizers.

4. Teaching the people efficient methods of collection and of processing good quality copra by using the right type of copra driers. At present copra drying is done mostly by primitive methods resulting in many cases in the production of inferior quality copra.

5. Methods of storing, transport and marketing.

6. Control of coconut pests.

Control of the coconut pests has been engaging the attention of the Administration and the Mission was informed that the measures already taken have met with some success. Some expansion of the coconut industry is also taking place through new plantings in areas brought under the homestead programme. However, the Mission felt strongly that, apart from whatever was being done in the field in some of the Districts, it was necessary to educate the people in regard to the various problems connected with the industry and to provide them with all necessary technical and other assistance.

350. In discussing these matters with the Administration, the Mission learned that they had already engaged the services of Mr. W. V. D. Pieris, an expert on copra, to conduct a study of the copra industry in the Territory and to make recommendations regarding future action. Mr. Pieris, formerly Director of the Ceylon Coconut Research Institute, before joining the Administration on a two-year contract had carried out a coconut and copra study of the South Pacific region under the auspices of the South Pacific Commission. He had arrived in the Territory a few months before the arrival of the Mission and was stationed in Ponape at the time of the Mission's visit.

351. While in Ponape the Mission made it a point to meet with Mr. Pieris and to discuss with him his plans for dealing with his assignment. It was glad to learn from him that his study would cover all aspects of the industry including new plantings, rehabilitation of old groves, use of fertilizers, collection of coconut, processing of copra by the use of suitable driers and storage problems.

352. The Mission wishes to congratulate the Administration on securing the services of Mr. Pieris for the Territory and to express the hope that when the study is completed, affective action will follow.

353. Mr. Pieris agreed with the Mission that when the time comes for implementing a planned programme of development of the industry, it will be necessary to provide

suitable training to selected young men from each of the Districts. The Mission suggests that immediate consideration should be given to ways and means of providing such training and to the selection of suitable candidates. Consideration should also be given to the possibility of sending the best out of these trainees to copra producing countries such as Ceylon, where they could obtain further specialized training.

354. In other fields of agriculture in which expert assitance is required, the Mission suggests that, if suitably qualified American candiates are not available, consideration be given to the employment of non-United States experts and that help in recruitment be sought for this purpose from the specialized agencies of the United Nations as well as from regional organizations. It also suggests that at a later stage Micronesians should be given further training in tropical agriculture both in the United States and abroad.

355. The Mission was told that of the plant pests the rhinoceros beetle remains the most serious problem. Fortunately, however, the beetle has been confined to the Palau Islands.[1/] There, however, over one half of all coconut trees have been destroyed. Efforts to bring the insect under control have been made through the introduction of the scolia wasp which it was hoped would establish an effective biological control. While success with this experiment has thus far been limited, the Administration has been able to confine the beetle to a limited area through a systematic clean-up programme aimed at destroying dead coconut trees, logs and stumps which serve as the normal food supply and breeding ground of the insect.

356. As regards the eradication of the African snail, the Mission was informed that experiments conducted in the Marianas Islands with the introduction of carnivorous snails had proved encouraging, and that the next step would be the transplanting of carnivorous snail colonies to selected areas elsewhere in the Territory where further studies could be conducted. Should these experiments be successful, the snails would be distributed throughout the Territory as a general snail control measure.

1/ See paras. 81-82.

Transportation

357. The people of Micronesia have reached a point where they are now dependent, to a substantial degree, on the outside world for obtaining supplies essential to their requirements and for marketing their products. This, added to the remoteness of the islands from transshipment points and areas where the produce can be marketed, makes the provision of adquate and efficient transportation a vital matter to the people of the islands as well as to the Administration of the Territory. Since it does not possess the resources required to equip and operate a modern fleet of vessels, the Territory must of necessity look to the Administering Authority for assistance in providing both the shipping and the training facilities.

358. Much of the local shipping in the lagoons and the coastal waters is still carried on in the traditional outrigger canoes which do not require harbour and anchorage facilities, and which the islanders know well enough how to sail through the reefs. These are not enough, however, and the Administration has provided two AK type cargo vessels each of 3,805 gross tons, and three 558 ton AKL type vessels, in addition to two auxiliary schooners and an ocean-going tug. The AK vessels are under contract to the Trust Territory Government by Pacific Micronesian Lines and operate between the District centres and Guam. They also supplement their routine operations, which include the transport of copra, trade goods and passengers, by calling periodically at commercial ports in Japan, Australia and New Zealand. Intra-District service is provided by the AKL type vessels which maintain regular schedules established in accordance with the supply and trade needs of each District. These ships are normally under the management of the local trading companies, which in some cases own and operate their vessels. A medical ketch, the Frela, operated by the Administration in the Marshall Islands provides medical field services to the people of that District.

359. In the Saipan and Rota Districts, shipping is provided by the United States Navy.[1/] In addition, several privately owned smaller vessels operate mainly between Guam, Saipan, Tinian and Rota. It appears, however, that the shipping situation in the Marianas is at present unsatisfactory. The Mission received a

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1/ See paras. 253, 270-272 and 277.

number of complaints that the services provided, particularly by privately owned vessels, were not regular and that prevailing shipping rates were too high. The Mission was informed that, aware of the serious shipping situation in this area, the Administration intended to improve the services rendered to the people of the Marianas and for this purpose had established a Board of Naval Officers to study the question and to make recommendations. Unfortunately the Mission was unable to obtain information concerning the conclusions and recommendations of the Board prior to the consideration of its report by higher authorities, but its own opinion is that intensive efforts should be made to provide adequate and dependable shipping at reasonable rates to the people in the Saipan and Rota Districts, who depend heavily on such services for their livelihood.

360. As regards shipping facilities in other parts of the Trust Territory the Mission noted that the development of a major port at Majuro has been beneficial to the economy of the Territory. During 1955 four ships of the Pacific Far East Line cleared through the port at Majuro thus obviating the need for transshipment of goods through Guam, where stevedoring and other services charges are among the highest in the world. The Administration was hopeful that increased use could be made of the port of Majuro in the future. The Mission feels that further improvement in providing greater intra-district facilities is required. It noted that the AKL type vessels presently in use are not entirely suitable to meet the physical conditions of the islands. Owing to their deep draft they are unable to navigate the hazardous passages and reef-studded lagoons for which vessels of the schooner type, having a relatively shallow draft, are more suitable.

361. In connexion with the provision of suitable local shipping, the Administration informed the Mission of a plan under which Micronesians could buy and operate boats between individual islands in the outlying areas. Such a plan, which offers a great opportunity for economic development, would involve the establishment of a fleet of small craft of about fifteen tons displacement. These should be shallow draft sailing boats with auxiliary power vessels of from 165 to 225 horsepower with an economical cruising speed of six to eight knots. The vessels would be large enough to perform a cargo and passenger shuttle service among very remote islands and to the larger sub-districts centres, where

their arrivals could be co-ordinated with those of the field trip vessel in order to allow transshipment to the District headquarters. In other cases, where the operator of such a vessel so desired, he could carry cargo and passengers directly from outlying islands to the District headquarters and in this way earn revenues for the entire voyage. The resulting increase in water-borne traffic brought to District headquarters would create opportunities for dealers in ship chandlery and put new income into local trade channels generally. As surplus naval vessels of this category are no longer available, a ship building programme would be required, and this would need to be subsidized. The Mission hopes that this plan will soon be implemented.

362. The Mission feels that consideration might also be given to the acquisition of medical field trip ships of the type at present serving the Marshall Islands for use in other Districts of the Territory where medical services are now provided aboard the District field ships. Additional facilities for navigation training of Micronesian personnel would be necessary.

363. Air connexions between Guam and the District centres are effectively maintained by a transport fleet of three amphibious planes owned by the Government and operated by Transocean Airlines. In the Saipan District air transport is furnished by the United States Navy.

364. The Mission feels that road conditions in the Territory are in urgent need of improvement.[1/] Wherever it travelled it noted that road repair was carried out only spasmodically and that the general condition of roads was extremely poor. The Mission considers that the money saved by not repairing the roads would be less than the cost of eventually rebuilding them and of replacing motor vehicles worn out before their time. Consideration should also be given to the construction of new roads, particularly on some of the larger islands of the Territory, where this would help to develop the economy.

Industries and mining

365. Industrial activity in the Territory is largely confined to miscellaneous home industries, and to boat building in the Marshall Islands. The Mission found a growing awareness among the people of the need to develop small-scale industrie

1/ See paras. 164 and 254.

which might enable them to earn additional cash income. They pointed out that under the Japanese administration fish and pineapple canning, sugar production and other industries had been established in the Territory. These had provided employment and had afforded the inhabitants an opportunity of acquiring technical skills. The establishments had, however, been destroyed during the war and similar industries did not exist at the present time. Throughout the Territory requests were presented to the Mission asking that consideration should be given to the early establishment of new industries which would help to improve the Territory's economy.[1]

366. In discussing this problem with the Acting High Commissioner the Mission was informed that it was the policy of the Administering Authority to be extremely cautious about the introduction of private capital into the Territory for the purpose of establishing new industries. Its attitude had been influenced by the desire to protect the interests of the indigenous inhabitants, who before the war had not participated in the management or profits of industrial enterprises, but had been merely employees and servants. The Administering Authority did not desire to see a recurrence of this situation, and no interests had come forward which were willing to introduce capital for industrial establishments in a manner that would give adequate protection to the people of the Territory. A fishing industry could be established at any time given the necessary outside capital, provided the Administration agreed to admit outside labour into the Territory. Similar considerations applied to other development projects, particularly the exploitation of such mineral resources as might be available. Apart from the question of capital, however, there existed a shortage of skilled personnel capable of assuming the management and operation of industries even if it were feasible to create them. The present programme of the Administration was to concentrate on the training of personnel particularly in such fields as in fisheries and to place more emphasis on the specialized skills which would be necessary, if successful industries were to be established. The Mission was told that the increasing

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1/ See paras. 63-64, 129 and 132.

strength of the local trading companies could eventually provide the means for the creation of industries; for example, one of the trading companies was considering the possibility of developing a trochus manufacturing industry in the Territory.

367. The Mission endorses the Administering Authority's attitude regarding the protection of interests of Micronesians. At the same time, it feels that the possibility of attracting outside capital for the development of local industries should not be ruled out entirely, provided that specific safeguards could be agreed upon to protect the interests of the people of the Territory. Furthermore, the Mission is convinced that small scale industries such as handicrafts, local boat building and others could be expanded and encouraged without the need for heavy capital investments from outside the Territory. Whatever industries are contemplated, it appears to the Mission that more and better vocational training to a greater number of Micronesians is urgently required.

368. With regard to fishing, the Mission noted that foreign interests are already making wide use of the fishing resources in the vicinity of the Trust Territory and that an indigenous fishing industry would require considerable capital outlay on equipment before it could enter into successful competition with well established foreign fishing enterprises. While agreeing that prevailing conditions do not appear very encouraging for the early development of a fishing industry, the Mission considers that the matter should be kept under constant review because of the potential importance of this industry.

369. The mineral resources of the Trust Territory are scarce and widely scattered. Deposits of bauxite and phosphate exist, but they are said to be of poor quality and this and the high cost of transportation constitute obstacles to their exploitation. The only mining that has taken place since the war was the winning of phosphate on Angaur by a Japanese company[1/] under an agreement with the Government of the Trust Territory. This operation was brought to a conclusion during 1955 and the Mission noted with satisfaction that all conditions of the agreement, particularly as regards backfilling of land, had been met and that the land in question was being prepared for agricultural development. The trust fund which was established

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1/ See paras. 67-72.

for the benefit of the Angaurese showed net assets of $1,338,683.87 as of 31 January 1956 and interest derived from investments was being paid to the people of Angaur in accordance with the provisions of the Angaur Mining Agreement. The Mission was glad to note that consideration was being given to changing the provisions of the fund so that the people of Angaur could derive greater benefits through the employment of capital assets of the fund in the development of their island economy.

370. Suggestions were made to the Mission by indigenous inhabitants that investigations be initiated to ascertain the possibility of mining bauxite and other mineral deposits. These were discussed by the Mission with the Acting High Commissioner. The Mission was informed that expert advice had been sought in the matter and that a survey of mineral resources would be begun during the spring of 1956.

SOCIAL ADVANCEMENT

Medical and health services

371. Expenditure on public health forms an important item in the budget of the Territory. At present nine hospitals serve the Territory's seven Districts, ranging in capacity from twelve beds at Rota to 169 beds at Saipan.[1] These hospitals appear generally well-equipped with laboratory and other facilities.

372. Under a Territory-wide programme of hospital construction, the replacement of all existing temporary structures by permanent buildings is envisaged, and the Mission noted that some progress had already been made in this respect. At Truk, construction was approximately 50 per cent completed; at Ponape and Rota new hospital facilities were complete and similar projects were well under way on Palau and Yap. At the same time plans had been made to expand existing facilities at Majuro.

373. With one exception these hospitals are supervised by American medical officers assisted by Micronesian medical and dental practitioners. The exception is the District hospital at Majuro, which, the Mission was pleased to note, had recently been entrusted to a Micronesian medical practitioner who was accorded the same authority as that granted to American medical personnel elsewhere in the Territory.

374. All medical and dental services are provided at a nominal fee, but it was pointed out to the Mission that inability to pay for such treatment did not prevent anyone from obtaining the necessary care. During 1955 collections for medical and dental services accounted for less than 6 per cent of the recurrent total public health expenditure, excluding costs of maintenance and repair which were covered by other appropriations.

375. In addition to providing medical services to all the people living in the Districts, without distinction of any kind, the hospitals serve as centres of all public health activities, not only at the seats of District administration,

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1/ See paragraphs 38, 84-88, 111-112, 211-214 and 257.

but also for the outlying islands. The operation of the 155 medical dispensaries which are distributed over the Territory is supervised from the District hospitals.

376. Staffed by health aides, the dispensaries are normally visited every two or three months by District medical personnel who accompany field trip vessels in each District. In the Marshall Islands, the medical field trip ship Frela provides year-round services and is operated exclusively for the provision of medical care in that District. In addition to the regular service provided to the outlying islands, radio transmitters enable health aides to call for emergency help from the District hospitals.

377. Yaws, formerly prevalent, is now almost extinct and disabling diseases are generally few. The most serious of the endemic diseases at the present time is tuberculosis. This is widespread throughout the Territory and at times accounts for as much as 80 per cent of the cases in hospitals. The Mission was pleased to note that plans were being completed for the vaccination of the population of the Territory with BCG at the end of 1956. Leprosy cases are treated at the District hospitals and at the Leprosarium at Tinian, where patients are kept until the disease is arrested, after which they are returned to their homes.

378. The hospital building programme has enabled the Administration to provide better dental services by the establishment of permanent dental clinics and considerable progress has been made in the past year.

379. An important phase of the dental health programme for the Territory is the emphasis placed on oral hygiene, through lectures in the schools, the distribution of pamphlets on the care of teeth, and instruction for both children and adults, in the use of the toothbrush. In addition, the use of sodium fluoride for the prevention of caries in children continues to form an important part of the programme of preventive dentistry. Dental care is being made available to outlying islands in each District by the use of two-man dental teams, assigned to each field trip ship.

380. During its discussions[1] at Truk with the Director of Public Health of the Territory, the Mission was informed that in accordance with the Administration

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1/ See paragraphs 174-179.

policy of entrusting Micronesians with a progressive degree of responsibility in the conduct of all phases of the Territory's activities, the number of Micronesian medical and dental practitioners employed by the department with the medical establishment had been considerably increased. At the time of the Mission's visit no fewer than forty-eight medical and dental practitioners and assistants were employed in the Public Health Services. These, by virtue of their training at the Central Medical School at Suva and medical schools at Guam and Hawaii, are considered to have attained standards of proficiency which enabled them to assume important responsibilities.

381. It was expected that additional medical students would be sent for training at the Central Medical School during 1956, and the Mission was told that in-service training of present personnel was an integral part of the Administration's programme. The Trust Territory school for nursing which was transferred in 1955 from Ponape to Palau, where modern facilities have been made available, would eventually be expanded to meet the needs for nursing personnel of the Territory.

382. The Mission was pleased to note the emphasis placed by the Director of the Medical Department on the training of more medical and dental practitioners, nurses and health aides. It hopes that the time is not far distant when some Micronesians will go abroad to take a full degree course in medicine. It considers that, although much remains to be done, the efforts of the Administering Authority in the field of public health deserve commendation.

Displacement of populations due to nuclear tests

383. The Mission has already described[1/] the situation of those people who, as a result of atomic and thermo-nuclear tests, had been displaced from their home islands. In the case of the Rongelap people this displacement is of a temporary nature, but in the case of Bikini and Eniweitok people it is likely to be permanent.

384. As regards the Rongalap community, the Mission gained the clear impression that every care had been taken by the Administering Authority to attend to the

1/ See paragraphs 222-243.

health of the islanders and that their essential requirements were being provided. The Mission was pleased to learn that their return to Rongalap was expected to take place before the end of 1956. The Mission is of the opinion that their requests for increases in the monthly subsistence payments made to the community by the Administering Authority should be re-examined in a generous manner. Every effort should be made by the Administration to ensure that upon their return to Rongelap adequate housing and other assistance toward their rehabilitation are provided.

385. The grievances of the Bikini people appeared to the Mission to be of a serious nature. In view of the statements made to the Mission by officials of the Administration to the effect that the Bikini people could not be expected to return to their island for many years to come, if ever, and that their land claims were still under consideration, the Mission is of the opinion that a settlement of these claims should be regarded as a matter of great urgency. The Hold-Over Committee of the Marshallese Congress told the Mission that the reluctance of the Bikini people to accept the fact that they could never return to their island was, at least in part, attributable to the delay in settling their just claim in respect of the land of which they had been deprived. The psychological effect on the islanders of this delay was such as to keep alive their natural hope for a return to Bikini. The Mission agrees with the view of the Hold-Over Committee that a settlement of these claims would be helpful to their more rapid adjustment to the present environment, and considers that the difficulties which the Bikini people have experienced during the past ten years fully demand that their claims be settled without further delay.

386. As regards the grievances of the Bikini people concerning the island of Kili, the Mission has described earlier[1/] the steps taken by the Administering Authority to facilitate their resettlement on Kili. This island presents obvious disadvantages which made it difficult for the Bikini people to adjust themselves to it as their new home. Kili, in contrast to Bikini Atoll, is a high island without a reef, hazardous to land upon by boat. The Administration

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1/ See paragraphs 224-231.

had hoped to alleviate some of these difficulties by putting at the disposal of the people part of Jaluit Atoll where fishing facilities are available. The Mission is not convinced of the practicability of this plan in view of the distance of forty miles between Kili and Jaluit and the difficulties of transportation, but it was unable to make a proper assessment because of the failure of the Administration to provide adequate means of transportation over a period of three years, so that the plan has not yet been put into operation even on a trial basis. The Mission is of the opinion that the Administering Authority should make vigorous efforts to provide adequate shipping and other facilities in order to assist the Bikini people in making full use of both islands to alleviate their plight.

387. As regards the Eniweitok people, now living on Ujelong Atoll, the Mission could not see them and is, therefore, unable to make any comments.[1]

Entry of Japanese nationals

388. Like its predecessors, the Mission received a number of requests[2] that permission be granted for the return of Japanese nationals who were related to citizens of the Trust Territory. One such request was made to the Mission at Truk, where an inhabitant of Tol island asked that his nephew who resided in Japan should be permitted to return to the island. Another request was made at Ponape where, during a public meeting the Mission was reminded that a request for the return of a number of former Ponapean residents living in Japan had been made to the 1953 Visiting Mission, but was told that action concerning the matter was still pending.

389. The Mission was informed that in each case where a request for the return of Japanese nationals to the Territory had been received, the Administrators of the Districts concerned had forwarded it to the appropriate authorities through the Government of the Trust Territory for security clearance. At first, negative decisions had been given and no permits fpr re-entry had been granted. Recently,

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1/ See paragraphs 232-233.

2/ See paragraphs 131 and 165, also Annex I, p. 8.

however, several requests had been reconsidered and in a few cases permission had in fact been granted for the return of the people in question. In each case where requests were made to the Mission the petitioners were asked to resubmit their demands to their respective District Administrators, who stated that they were prepared to transmit them to the High Commissioner of the Trust Territory for further consideration.

EDUCATIONAL ADVANCEMENT

390. The established educational policy was outlined to the Mission by the Director of Education of the Trust Territory and is fully described in the annual report of the Administering Authority. Mention is also made of this policy in part I of the present report.[1]

391. The Mission was informed that the people of the Trust Territory are becoming aware of the problems that confront them in relation to the outside world and know that they must adopt themselves to a new way of life. However, the Administration was aware that this could not proceed at an excessively rapid pace if the danger of the people relinquishing their desirable traditions in a vain pursuit of change was to be avoided. It was, therefore, recognized that the curriculum of the schools should be concerned with welding the peoples' cultural traditions with modern concepts of education, thus providing a means whereby a gradual transition to a better understanding of these would be effected. Accordingly, the Administration has geared the curriculum of the schools of the Trust Territory to cover most of the phases of community life, thus enabling the people to meet their own problems and assume responsibility for them.

392. The Mission was told that the previous administration failed to develop responsibility for education among the peoples of the Territory, and that schools were controlled and staffed by Japanese personnel. The present Administration went to the other extreme; it established elementary schools and immediately placed responsibility for them on the local communities, which were neither equipped nor able to undertake that task. The right course lay somewhere between these two extremes.

393. The Mission recognizes the necessity for rooting any school system in the community where it is to perform its role so that it can respond adequately to the needs of the people. It also recognizes that as a consequence, a measure of latitude and autonomy should be given to the District Directors of Education in applying the educational policies in their Districts.

1/ See paragraphs 118-121.

394. While fully recognizing these factors, the Mission wishes to express its opinion that a higher degree of uniformity in the achievements and levels of knowledge of the students of different Districts is desirable, both in the primary and intermediate schools, and in the Mission schools as well as in the Government schools. Assistance to that effect could be given by increasing the common fundamental subjects of the curriculum and by raising the quality of the teaching staff to a uniform level. The Mission is aware that finding the happy mean between flexibility and standardization in applying any educational policy, is perhaps one of the most difficult tasks confronting the educator, but certainly is one which when achieved at the primary level, facilitates the development of sound secondary education.

395. The Mission also knows that the shortage of adequately trained Micronesian teachers presents a serious handicap. In visiting one of the outlying islands, the Mission noted that the local teacher had only a very scanty knowledge of English and was able to interpret with great difficulty the statements made by the islanders. This teacher was expected at some stage to teach the pupils during the six-year elementary school period the fundamentals of the English language, but his standard of training seemed totally insufficient. Similar examples were noted elsewhere.

396. In this regard, the Mission was informed that training was being extended at the District level and at the Pacific Islands Central School to elementary school teachers during annual summer courses of eight weeks duration through which it was hoped to remedy in some measure the prevailing weakness. As more graduate teachers from the Pacific Islands Central School became available for employment at elementary schools, standards would, in time, be raised.

397. The Mission learned from the Director of Public Health that several students from the Territory attending the Central Medical School at Suva, had been unable to complete their studies for lack of basic education in natural sciences. Similar difficulties had been experienced with students who had been granted scholarships at institutions of higher education outside the Trust Territory. Some of these weaknesses are at present expected to be corrected through the addition of a third academic year to the two-year training course provided by the Pacific Islands Central School. Nevertheless, the Mission feels that it

would be useful to place greater emphasis on the instruction of English and to expand the teaching of basic sciences. It hopes, indeed, that before long PICS will be further expanded so that the education offered by it will fully qualify its graduates for entrance into colleges and universities.

398. The Mission appreciates the considerations which have motivated the Administration in delegating to the District communities a large measure of responsibility for the support of local educational institutions. It feels, however, that the strain on their financial capacity may be too great to enable them to support local education at a level which will ensure uniform achievements throughout the Territory. The Mission noted that numerous school buildings were unsatisfactory and poorly equipped and that, in general, salaries of indigenous teachers, paid for by the municipalities, were inadequate and did not provide the necessary incentive to better performance.

399. The wide degree of autonomy enjoyed by the District Directors of Education, if carried too far, might tend to weaken the central co-ordination that should be exercised by Headquarters to accomplish fully the objectives of the educational effort. The Mission feels that enough staff should be appointed to the Education Department, to effect the necessary supervision and co-ordination of all educational activities.

400. The Mission was pleased to note the efforts being made in the preparation of textbooks suitable to the needs of the lower grades of some of the District schools, and feels that more financial support should be given to their publication. It hopes that these efforts will lead soon to the elaboration of textbooks common to the whole Territory for the grades where students are able to profit from them, and dealing with those subjects which particularly lend themselves to this treatment. It is opportune to remember in this connexion that the promotion of a territorial consciousness is in great part an educational responsibility and that textbooks such as the one suggested earlier in the present report[1] should prove of very great value to this end.

401. At present, thirty-seven students are enrolled at the University of Hawaii, 106 at George Washington High School at Guam, three at the Central Medical School

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1/ See paragraph 291.

on Suva, and nineteen others are attending various schools in the Philippines, the United States and Japan. This makes a total of 165 students being trained in institutions of higher learning outside of the Territory, in addition to the 117 who are enrolled at the Pacific Islands Central School at Truk. Others before them have assumed responsibilities in their communities and in most cases are carrying them out capably.

402. The Mission appreciates fully the difficulties inherent in the development of an educational system which differs so vastly from the concepts of the previous administration, and which must of necessity be moulded to widely differing language and cultural backgrounds of a population spread out over as great an area as that of the Trust Territory. Present efforts to surmount these obstacles require, in the view of the Mission, additional financial aid so that it will be possible to recruit more United States personnel, increase the training of Micronesian teachers, obtain and prepare more educational materials and aids, especially in the audio-visual field, rehabilitate deteriorated school buildings, construct new ones and generally improve the educational system.

403. As regards vocational training, the Mission received a number of requests[1/] that additional training facilities be made available to the people of the Territory through which they might be able to acquire the skills required to improve their economic standards. Some vocational training is at present provided through workshops at the intermediate school level, particular emphasis being placed on agriculture. More specialized training in this field is extended to students attending the Pacific Islands Central School in such fields as communications, agriculture, accountancy and nursing. The Mission was informed that, in addition, in-service training is encouraged and emphasized whenever local needs and conditions warrant such training. Specialized training in such fields as communications, meteorology, business, government and agriculture are of an in-service type. So far as possible, candidates for such specialized in-service training are selected from among PICS graduates. Much of this training is, however, provided by public works officials who find it almost impossible

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1/ See paragraphs 36-37 and 63.

to carry on their normal operations while at the same time giving the necessary in-service training to apprentices in such fields as carpentry and plumbing, electricity, auto and diesel mechanics, refrigeration and heavy equipment. The Mission was told that recommendations have been made for the employment of education specialists in these fields to supplement and correlate with the work of the public works officials.

404. In view of the urgent needs of the Territory for better trained personnel, the Mission considers that greater emphasis on vocational training, particularly at the intermediate school level, through the employment of additional staff, should be given urgent consideration. The Mission noted that one additional scholarship for advanced training in this field had been allocated and that henceforth two students from each District would attend specialized training outside the Territory each year.

Dissemination of information on the United Nations

405. The Mission found that people of the Territory were generally well acquainted with the aims and purposes of the United Nations and the International Trusteeship System. The Mission was frequently asked questions regarding the United Nations and great interest was shown in the work of the Trusteeship Council. Teaching about the United Nations forms an integral part of the curriculum of the intermediate schools, more particularly at the Pacific Islands Central School. Posters of the United Nations were displayed in school buildings and United Nations flags are flown throughout the year from public buildings. United Nations Day is observed as one of the two public holidays of the Trust Territory. United Nations Day celebrations are held each year under programmes organized by local civic groups. Parades, which include school children from public and mission schools, clubs and members of the administrative departments are held each year and speeches are made by local leaders and Administration officials. The Mission was told that particular efforts had been made in several Districts in recent years to emphasize the importance of the United Nations by highlighting the day with plays and the display of traditional dress of various Member Nations of the United Nations.

406. The Mission was favourably impressed by the efforts made by the Administering Authority in the dissemination of information on the United Nations.

ANNEX I

WRITTEN COMMUNICATIONS RECEIVED BY THE VISITING MISSION DURING ITS VISIT TO THE TRUST TERRITORY OF THE PACIFIC ISLANDS

Under rule 84, paragraph 2, of the rules of procedure of the Trusteeship Council, the Visiting Mission decided that the following communications were intended for its own information, and were not petitions to be transmitted to the Secretary-General. Comments on the substance of these communications appear in part I of the present report as indicated in the respective footnotes.

COMMUNICATIONS FROM THE SAIPAN CONGRESS

11 February 1956

The Honorable Gentlemen
of the United Nations
Visiting Mission

WHEREAS, we the members of the Eighth Saipan Congress, and on behalf of our constituents, do hereby submit the following Petition before the United Nations Visiting Mission Trusteeship Council, and

WHEREAS, due to the insistent influx of persons from the other district of the Trust Territory of the Pacific Islands into the district of Saipan, seeking permanent residences or lengthy visits, it is requested that the names of all such persons be submitted to the Congress of Saipan for the purpose of determing if the applicant or applicants is, or are of the adequate moral caliber to meet the standards now in effect in the Saipan District, and

WHEREAS, it is not the intention of the Saipan Congress to bar the FREE MIGRATION of citizens from the rest of the Trust Territory of the Pacific Islands, but we would like to have some control over the individual or individuals who will be associating with us, our families, and the influence of our district, particularly, on the subject pertaining to the provisions of the Executive order No. 44 by the High Commissioner dated and amended as of June 21, 1954 of Sections 951 and 952 paragraph (a).

Therefore, we humbly seek the aid of the Visiting Mission Trusteeship Council for the approval of the foregoing Petition.

February 11, 1956

The Honorable Gentlemen
of the United Nations
Visiting Mission

Subject: Appeal for Compensation on Private owned lands used, occupied or damaged by the United States Government

The Eighth Saipan Congress sincerely appeal to the Visiting Mission of the United Nations Trusteeship Council to look into the matter of Private owned lands within the island of Saipan which lands were partially damaged, used or occupied by the United States Government since the invasion of the said Government by their Armed Forces, and were not exchanged by any land of the Public Domain for the following reason:

Most of the lands in question were acquired by virtue of inheritances, returned by the Government to such owners who will not accept the exchange as prescribed by the regulation provisions of the office of the Land and Claims, for sentimental reasons.

We also appeal to the honorable Gentlemen, that considerations for a possible compensation for such classes of occupation as stated above and the following classes of damaged property also may be considered to be included in such compensations such as

- Of land damaged partially in one or several sections in each property, and
- Of permanent FOOD PLANTS within such properties, such as BREADFRUIT, COCONUTS, ALLIGATOR PEARS, ORANGES, LIMES AND LEMONS, TANGERINES, and many other such food plants used in human consumption, and
- Of such lands located places more suitable for the advantages of such owners for better accommodations, such as water with the property or nearby, and also there are several properties located close to villages where such owners domiciled.

THEREFORE, be it resolved that the foregoing appeal should meet the generous attentions and considerations of the Honorable Gentlemen of the United Nations Visiting Mission for their approval.

/s/ RICARDO T. BORJA
/s/ and seven (7) others

February 11, 1956

The Honorable Gentlemen
of the United Nations
Visiting Mission

WHEREAS, we, the members of the Eighth Saipan Congress and on behalf of our constituents, do hereby petition the Visiting Mission of the Trusteeship Council to grant with due considerations the following petition, and

WHEREAS, that according to the existing provision in the Trust Territory Code, Chapter 10, Section 660, on NATIONALITY, several classes of people, domiciled in the Saipan District, who are denied Trust Territory citizenship cited,

1. A large number of Chamorro born in Guam who came to Saipan during the German regime - 1898-1914.
2. Several persons who were born in Japan or Korea and came to Saipan during the period of the Japanese Mandate - 1914-1944.
3. A few persons of various nationalities who came to Saipan since 1944.

THEREFORE, it is petitioned that the following amendment to the Code of the Trust Territory be inserted on Chapter 10, Sec. 660 to read: "Sec. 660. Nationality. For the purposes of these Regulations, all persons heretofore or hereafter born in the Trust Territory shall be deemed to be citizens of the Trust Territory, TO INCLUDE ALL PERSONS DOMICILED PERMANENTLY ON THE ISLAND OF SAIPAN IMMEDIATELY PRIOR TO THE EFFECTIVE DATE OF THIS CHAPTER, Except" and

WHEREAS, to justify those persons who are the rightful forebearers of homestead in the island of Saipan and were excluded according to the aforesaid provision in the T. T. Code.

THEREFORE, we humbly seek the aid of the Visiting Mission of the Trusteeship Council for the approval of the foregoing petition.

February 13, 1956

The Honorable Gentlemen
of the United Nations
Visiting Mission

Honorable Gentlemen:

We, the members of the Eighth Saipan Congress, and on behalf of our constituents, on this occasion, we take this opportunity to express our most

hearty appreciation of the benefits accorded our people by the United Nations which we have continuously enjoyed up to this moment.

First, because it has entrusted to as a nation, the United States of America as our Administering Authority - to protect us; to guide us; to educate us under the system of democracy, and lastly we are insured the possibility for our independence. Under the designation of the United States to accept this enormous obligation, hence, the United Nations had intensified its knowledge to appropriate the proper designation of Administration.

Second, because it has continuously scheduled its delegates to visit us; to foster the standards of our existence, and to render assistance to adjust our grievances.

Third, because of the generous help in the contributions for two scholars, residents of Saipan, in the persons of Mr. Olympic Borja who went to school in the University of Sydney, Australia, and Mr. Mariano M. Sablan who is now in the University of Hawaii to take up juvenile delinquency.

We wish to take the opportunity on this occasion to present before the United Nations our utmost appreciation towards the United States Government for all the benefits extended our people. We are constantly gratified with their untiring efforts to render assistance on our daily existence, making possible the vast improvements in the entire community, and the United Nations.

Here again, we wish to present before the United Nations Visiting Mission, our principal achievements under the development of progress: first, the improvement of our educational problems. It is incomparable the advance in education since the occupation of the United States as compared to the thirty years of the Japanese tenure of Government. Within the period of eleven years, from 1944 until this time, a considerable number of students have graduated from the Saipan Intermediate School. There are several students abroad in colleges now, and there are also students who have graduated from college. A substantial number of students has completed training in the school at Suva; some received training in nursing.

There is also a considerable number of these students who are now improving their efficiency under their practical training while on their respective jobs.

These are the FACTS as evidence to prove that the progressive development towards our educational problems are greatly improved. We might not have made any such accomplishments, but through the efforts of the United States Government.

Second, our improvement of HEALTH and SANITATION. The population of Saipan has highly increased. The ratio of birth has superseded the number of deaths. There are two deaths approximately to the average of thirty births per month. This improvement is also made possible through the efficiency of medical care and good medicines, under the exclusive maintenance and surveillance of competent personnel.

Therefore, it is with our sincerest and heartiest appreciations to the United Nations and the United States of America for their unselfishness in promoting the full measures for our well-being, our achievements, our political, economic, social and educational advancement.

WHEREAS, to continue our achievements, our security and peace, we pray that our benefactors shall continue to ensure help, promote the constructive measures of developments in the future, and may our good Lord also ensure the preservation of PEACE to each of the great Nations of the world, particularly, the UNITED NATIONS ORGANIZATION.

We thank you.

William S. Reyes
Chairman, Eighth
Saipan Congress

COMMUNICATION FROM THE CHIEF COMMISSIONER OF
THE ROTA MUNICIPALITY

February 15, 1956

To the Representatives of the United Nations:

The people of the Island of Rota wish to offer to you our sincerest greetings and respect on this occasion of your visit to our island. At the same time we humbly place before you, as representatives from the United Nations, a number of points for consideration that we believe to be for the best interest of the people of this island. We trust that you will give them every consideration, and do everything that you can to assist us.

1. Regarding War claims

During the Second World War the people of Rota suffered much, and lost much. We have received nothing as indemnity as have people of other Islands and other countries. Several people were killed by the Japanese when they were suspected of being spies of working against the Japanese. Others were severely punished with lasting ill effects that have incapacitated them. All of the men, women and children of the island were used as slave labour. All of us lost our homes, our farm equipment, our tools, runs, animals, even our clothing. All of the men of the island from the age of thirteen up were imprisoned towards the close of the war by the Japanese, who intended to put us all to death. While the Japanese took possession of our island some thirty years ago, the people of Rota were never Japanese and were never considered as such by the Japanese. The matter of claims and reparations due us was taken up by the Navy Department of the United States at the time that the island was under Navy jurisdiction. The island was withdrawn from the Navy jurisdiction, however, before the matter could be settled. Therefore we sincerely request that the matter of reparations which we sincerely feel to be due us, be reopened and Japan be requested to make just reparations.

2. Union of the Marianas Islands

The people of Rota desire to have all of the islands of the Marianas group united as one unit, so that families and relatives will have freedom of visiting and moving from one island to another. The people of the Marianas are of the same blood, the same language. There is a great relationship between the Chammoro people on the various islands of the Marianas group. We desire to be treated as one people.

3. Freedom to work on Guam

Because of the poor economic condition existing on this island, we sincerely desire that the people of Rota be permitted to go more freely to Guam for the purpose of obtaining work.

4. Repair of Rota Harbours

Rota can be helped very much economically, and this we feel to be of greatest importance if even our present poor economy is to continue, by the

repair of the harbours of the island so that our farm produce can be shipped to Guam for sale. At present there is only one harbour partly usable. Only small craft can enter it, and even the small craft can enter only at high tide if the ship is loaded. After the Second World War there were two good harbours on Rota, one on the east side of the island, the other on the west side. The harbour on the east side was completely destroyed in a great storm in 1951. The harbour on the west side is gradually filling in, and in two years time will be unusable. This harbour needs to be dredged, and the dangerous entrance to the harbour made wider. The great majority of the people of this island depend on farming and the sale of their produce off island for a living. Hence the harbours are of vital importance.

5. Repair of island roads

The roads of the island of Rota are very much in need of repair. Their present poor condition is due in great part to misuse by people of the Micronesia Metal and Equipment Co. Inc., a company that has been salvaging old metal in various parts of the Trust Territory. These people were on Rota for about one and one half years, using heavy equipment of various kinds on the roads, dragging heavy salvaged machines etc., that were too large for loading on trucks. A meeting of the Rota council at which Mr. Clare Young, former District Administrator, and the Council members were present, Mr. Phil Roger, representative of Micronesia Metal and Equipment, was promised that the company would reimburse the island financially so that the roads could be repaired. This promise has never been kept. We would appreciate help in having this verbal promise fulfilled by Mirconesia Metal and Equipment Company.

6. Settlement of property ownership

It is already eleven years since the war and settlement of ownership of property has not been made. It is kindly requested that every effort be put forth to hasten the settlement of property claims and ownership of property.

7. Opportunity for education

The people of Rota would appreciate an opportunity for greater education for their children. At present the elementary school does not go beyond sixth grade. We would appreciate having teachers for an intermediary school for our young people.

Melchor S. Mendiola
Chief Commissioner

COMMUNICATION FROM THE PRESIDENT OF THE STUDENT BODY OF THE PACIFIC ISLANDS CENTRAL SCHOOL

February 27, 1956

To: Members of the United Nations Visiting Mission

From: PICS, Student Body

The following items were discussed by the entire student body and we would like them to be brought to the attention of the members of the United Nations Visiting Mission.

1. We understand that there is a suggested site for the new PICS. This we ask to be acted upon as soon as possible, so that PICS can be moved from its present location by September 1957.
2. We ask that the number of scholarships for study outside the Trust Territory be increased.
3. We ask that the opportunity for advanced medical training be increased.
4. We ask that more Micronesians be invited to attend meetings of the United Nations Trusteeship Council.

Strik Yomn
President, Student Body
Pacific Islands Central School

COMMUNICATION FROM MRS. ANA BERMIN, SOKEHS DISTRICT, PONAPE

PETITION TO THE UNITED NATIONS

I, Ana is representing my family and also some of the Ponapeans to forward our request to the UNITED NATIONS BOARD the people living in Japan, who has families here on Ponape District.

This petition was given out to the United Nations before, in 1953. It has been so long waited, until today. And we are expecting to hear the answer or result of our petition from United Nations today.

We really believed that the United Nations will help and return our Ponapeans back to us.

Ana Bermin

5 March 1956

COMMUNICATION FROM MR. MURICAL, MADOLENIHMW MUNICIPALITY, PONAPE

February 21, 1956

To: United Nations Mission

From: Madolenihmw Municipality Spokesman

Subject: Petition Secretary: Salmon Hadley

The following problems were discussed in Madolenihmw Municipality Council Meeting which was held in February 17, 1956. It was approved unanimously that these problems will be referred to you the, United Nations Mission for your decision.

1. Public Land or Excess Land:

Is the public land under the jurisdiction of the U.S.A. Administration?

We believe that the public lands in Madolenihmw will be responsible under the jurisdiction of the Nahnmwariki of Madolenihmw Municipality for the benefit of the people of Madolenihmw.

2. Nanmadol:

Nanmadol is the interesting part in Madolenihmw and also adverdisement of Madolenihmw. We are questioning this place, "Nanmadol" to be the same situation provided during the German time that it will be under the jurisdiction of the Nanmwariki of Madolenihmw.

3. The way we earn money:

Only way we, the people of Madolenihmw is by copra. We are asking a possible way in which to increase the price of copra from what we have today which is 5.5 cents a pound because this price is not adequate.

4. Damages made by the Japanese:

Building, coconut trees, banana trees, breadfruit trees, pigs and band.

(S) Murical

COMMUNICATION FROM MR. PRETRICK KAPRIEL,
PONAPE

March 1, 1956

I, Pretrick, one of the father of the group of men which was taken away by the Japanese to Rapaul at the Japanese time. I am representing the families of these men, and forward our requisition again to the United Nations to ask whether our men were died or still alife on someother lands.

I would like to ask the United Nations Mission to investigate this problem for us the families of these men whether none of them were alife.

Pretrick Kapriel

COMMUNICATIONS FROM MR. WILLIAM HELGENBERGER
PONAPE

March 5, 1956

The Members of the Visiting Mission
The United Nations
Ponape, Eastern Caroline Islands

Gentlemen:

In the past during the time of Japanese Administration of the Ponape District, various local citizens established Postal Savings Accounts with the Japanese Government Post Office Department.

The people of Ponape still hold certificates showing that the Japanese Government owes them for these Postal Savings investments. We request that the Japanese Government, through the medium of the United Nations, be requested to make immediate payment for the Postal Savings of the people of Ponape. We further request that payment be made on these bonds with a realistic view of the value of the bonds at the time of their purchase being borne in mind.

We do not feel that the present depreciated value of Japanese yen is the fault of the people of Ponape and other districts of the Trust Territory and we

feel that our investments should be returned with realistic interest rate being paid rather than a depreciated value as might be made when the present yen-dollar exchange is considered.

Respectfully submitted,

(s) William Helgenberger

The Members of the Visiting Mission
The United Nations
Ponape, Eastern Caroline Islands

March 5, 1956

Gentlemen:

After the occupation of Ponape by the United States Armed Forces, a survey was made by the United States Military Government authorities to determine what war damages had resulted from the use of the islands in the Ponape District by the Japanese Armed Forces..

We request that:

1. This listing be reviewed by the United Nations.
2. That the Japanese Government be requested to make payment for the listed damages.
3. That the present American Government Administrative officials be notified what action is being taken on this matter and that they in turn inform the municipal officials and other responsible and interested people in the Ponape District of what action the Japanese Government is taking toward paying for the war damages resulting from the use of these islands as military bases.

Respectfully submitted,

(s) William Helgenberger

COMMUNICATION FROM MR. MIKE MADDISON AND TWENTY-EIGHT OTHERS, MAJURO, MARSHALL ISLANDS

Majuro,
7 March 1956

This paper is a statement of our grievance concerning our lands in Ulika Island, and our questions relative to that land.

1. The American Government of the Trust Territory of the Pacific Islands has been using our land on Ulika Island without any agreement between the people who own the land and the government.

(a) How can they use this land for six years now without consulting with the owners concerning its use?

(b) (The government) neither consulted with the owners (before taking the land) nor have they paid anything for the land.

(c) Further, the government moved the people from their land, but has helped the people in no way.

2. It is true that without consulting the owners of this land, and without any lease (charter) between the owners and the government (they took the land). How can the government treat the people like this on their own land? Is their anything fair in this?

3. We (the owners) want this situation ended right now, since many times the government has said that they will pay for the land, but it is not true. Many of the owners of this land heard these words while living and now they have died and they never realized any returns from their land but saw only hardship away from the land.

4. We manifest our grievance with this paper.

(s) MIKE MADDISON
and twenty-eight other
names.

ANNEX II

ITINERARY OF THE MISSION

Date	Place	Remarks	Distance in statute miles covered
Feb. 8	Honolulu	Arrived from New York	5,595 miles
Feb. 9	Honolulu	Meeting with officials of the University of Hawaii and five students from the Trust Territory attending the University of Hawaii under the United Nations Technical Assistance Fellowships Programme.	
Feb. 10	Honolulu	Courtesy call on the Commander-in-Chief of the United States Pacific Fleet. Meeting with 30 Micronesian students from the Trust Territory attending various courses in the University of Hawaii.	
Feb. 11		Departed by air. Crossed international dateline.	3,795 miles
Feb. 13	Guam	Arrived by air. Meeting with Acting High Commissioner of the Trust Territory and his staff.	
Feb. 14	(Marianas Islands) Tinian	Arrived by air from Guam. Visited homestead farm, elementary school and dispensary. Meeting with representatives of Tinian Congress and local officials.	121 miles
	Saipan	Visited intermediate school cattle and chicken farms, farmers market and hospital. Meeting with members of Saipanese Congress, commissioners and Saipanese leaders.	12 miles

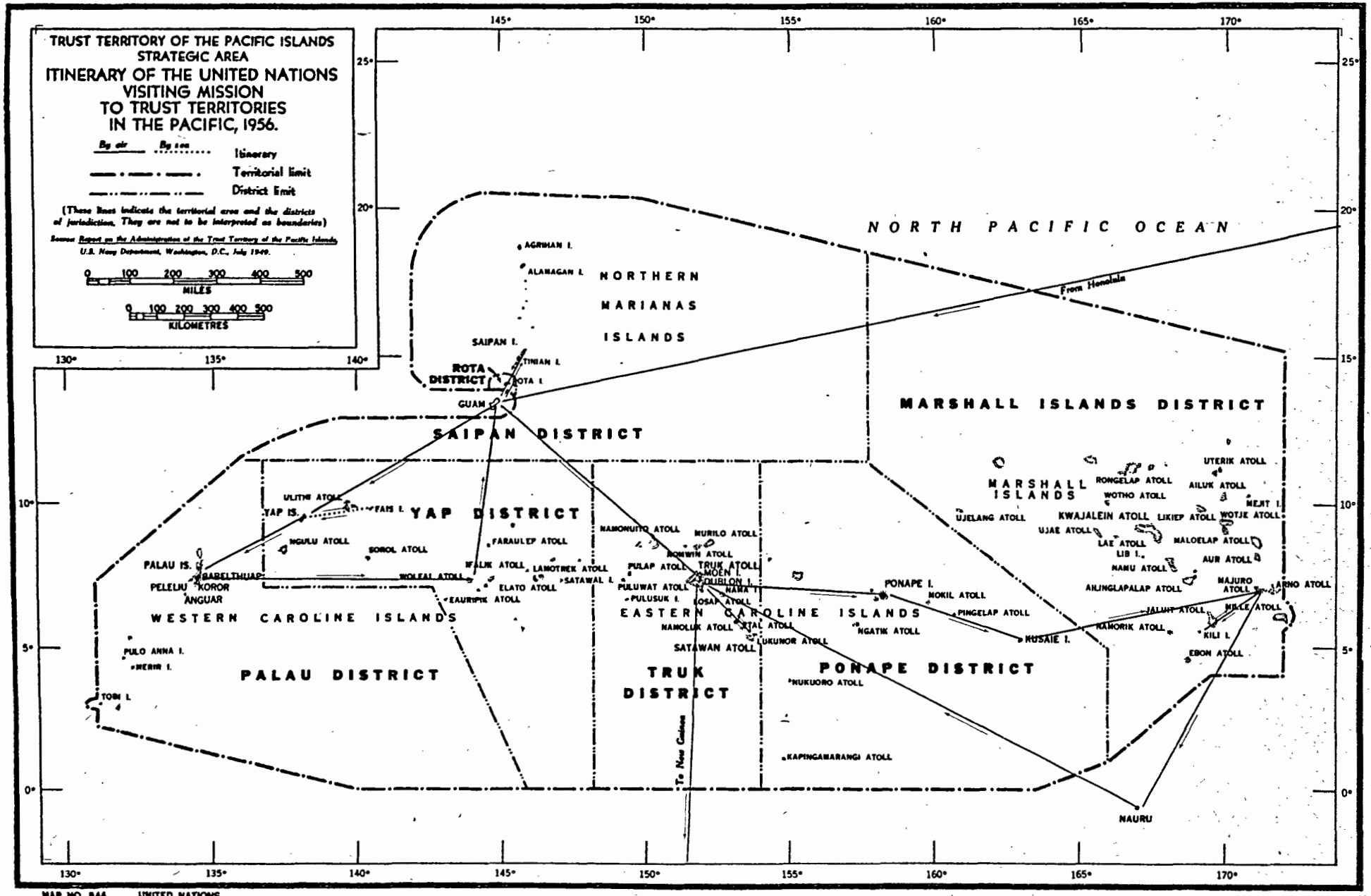
Date	Place	Remarks	Distance in statute miles covered
		Return to Guam	132 miles
Feb. 15	Rota	Arrived by air from Guam. Visited farms and elementary school. Meeting with Council members and judges of the District Court and later attended meeting with people of Rota. Visited harbour, hospital, public works and other facilities.	55 miles
		Return to Guam	55 miles
Feb. 16	Yap	Arrived by air from Guam. Meeting with Yapese Council of Chiefs; visited Yap Trading Company offices and elementary school. Attended feast given by the people of Yap in honour of the Visiting Mission.	530 miles
Feb. 17	Yap	Visited intermediate, elementary and Mission schools, hospital and experimental farm. Meeting with Administration officials. Left by ship for Fais.	
Feb. 18	Fais	Arrived Fais. Meeting with High Chief and Elders of the community and inspection of the island.	177 miles
Feb. 19	Yap	Returned by ship from Fais	177 miles
Feb. 19	Koror	Arrived by air from Yap	303 miles
Feb. 20	Koror	Meeting with Administration officials. Visited docking facilities on Malakal island, intermediate school farm, Palau agricultural station, the Palau museum, Koror municipal office, the women's clubhouse building and market, and the Western Carolines Trading Company. Boat cruise around the southern islands of Palau.	

Date	Place	Remarks	Distance in statute miles covered
Feb. 21	Koror	Visited elementary and secondary schools, hospital, nurses training centre. Meeting with members of the Palau Council, the Palau Congress, magistrates and other officials of the local government.	
Feb. 22	Ngeremlengui on Babelthuap island	Left Koror by motor launch. Visited dispensary and elementary school. Meeting with people and officials of the municipality.	21 miles
	Koror	Returned to Koror by motor launch. Meeting with members of the Palau Congress.	21 miles
Feb. 23	Aimeliik on Babelthuap island	Left Koror by motor launch. Visited cacao plantation and experimental agricultural station.	12 miles
		Returned to Koror by motor launch.	12 miles
	Koror	Meeting with local Administration officials.	
		Attended farewell feast given by the Palau Congress and Young Women's Organization of Koror in honour of Visiting Mission.	
Feb. 24	Woleai	Arrived by air from Koror. Meeting with Chiefs. Visited school and inspected former Japanese airfield.	643 miles
	Guam	Arrived by air from Woleai.	416 miles
Feb. 25	Guam	Meeting with Acting High Commissioner and his staff.	
Feb. 26	Guam	Meeting with Administration officials.	

Date	Place	Remarks	Distance in statute miles covered
Feb. 27	Truk	Arrived at Moen island by air from Guam. Visited Truk Trading Company store and warehouses. Truk Co-operative, Nama Trading Company, central repair shop, communications field headquarters, central electronics depot and pig farm.	637 miles
Feb. 28	Tol island	Arrived by motor launch from Moen island. Meeting with Tol community at Tol community building. Visited Government building at present under construction and Protestant Mission School.	21 miles
Feb. 28		Returned to Moen island by motor launch.	21 miles
Feb. 28	Truk	Visited agricultural nursery, hospital and jail. Meeting with Director of Education for the Trust Territory and staff members of the Pacific Island Central School. Attended joint meeting of Pacific Island Central School and elementary school teachers from all islands in the Trust Territory attending training school.	
Feb. 29	Lukunor	Arrived by air from Moen island. Public meeting.	192 miles
	Truk	Returned by air to Moen island. Meeting with members of local municipal councils, members of the Administration and people of Moen island.	192 miles
March 1	Truk	Visited Micronesian prosecutors school, land office, Pacific Islands Central School and intermediate school, Catholic mission and schools and leprosarium. Meeting with the Chief Justice.	

Date	Place	Remarks	Distance in statute miles covered
	Ponape	Arrived by air from Truk	439 miles
March 2	Ponape	Departed by motor launch for Madolenihmw, visited Nan Modol ruins, Catholic mission and attended feast given by the people of Madolenihmw in honour of the Visiting Mission. Remained overnight at Madolenihmw plantation.	45 miles
March 3	Ponape Sokehs	Visited low island homesteads. Departed by motor launch for Sokehs. Visited community development on Sokehs. Returned to Kolonia, Ponape, by car.	56 miles
March 4	Ponape	Meeting with Director of Public Health of the Trust Territory.	
March 5	Ponape	Visited hospital, intermediate school, agricultural station, jail, Ponape Co-operative store, Protestant and Catholic missions. Meeting with people of Ponape.	
March 6	Kusaie	Arrived by air from Ponape. Public meeting.	348 miles
	Majuro	Arrived by air from Kusaie	589 miles
March 7	Majuro	Meeting with medical research group of the United States Atomic Energy Commission. Visited hospital, offices and warehouses of the Marshall Islands Import-Export Company, of the Kwajalein Importing and Trading Company, the agricultural station, elementary and intermediate schools. Public meeting.	
March 8	Jabwar Jaluit via Kili	Arrived by air from Majuro. Visited Jaluit development project and other installations on the Atoll. Public meeting.	223 miles

Date	Place	Remarks	Distance in statute miles covered
	Majuro	Returned by air from Jabwar. Meeting with members of the Hold-Over Committee of the Marshallese Congress.	145 miles
March 9	Majuro	Visited Rongelap settlement on Ejit, including elementary school. Public meeting. Visited medical ship "FRELA". Private meeting.	
March 10	Majuro	Meeting with the Acting High Commissioner and other officials of the Trust Territory. Private meeting of the Mission.	
March 11		Departed by air for Nauru.	606 miles
March 11-14		Nauru.	
March 14	Truk	Arrived by air from Nauru.	1,183 miles
March 15	Truk	Departed by air for Rabaul, New Guinea.	806 miles
March 15 to April 26		New Guinea and Australia.	5,755 miles
April 26	Sydney	Departed by air for Aukland.	1,440 miles
April 26 to May 3	New Zealand		853 miles
May 3	Aukland	Departed by air for Western Samoa via Fiji.	2,107 miles
May 3-15		Western Samoa.	339 miles
May 15	Apia	Departed by air for San Francisco via Fiji Honolulu.	6,452 miles
May 17	San Francisco	Arrived by air from Honolulu	
May 18	New York	Arrived by air from San Francisco	2,571 miles
		Total	37,097 miles



MAP NO. 844
JUNE 1956

UNITED NATIONS