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Fifth session

Item 4 (c) of the agenda

EXAMINATION OF ANNUAL REPORTS

PACIFIC ISLANDS: FIRST REPORT

Report of the Drafting Committee on the Pacific Islands

Chairman: Mr. Awni Khalidy (Iraq)

The Drafting Committee on the Pacific Islands recommends to the Council the adoption of the following passage for inclusion in the Report of the Council to the Security Council covering its fifth session.

INTRODUCTION

The report of the Government of the United States of America on the administration of the Pacific Islands for the period ended 30 June 1948 was transmitted* to the members of the Trusteeship Council on 1 April 1949 and was placed on the agenda for the fifth session.

Rear-Admiral Leon S. Fiske, Deputy High Commissioner of the Trust Territory, who had been appointed as the special representative of the Administering Authority, submitted written answers** to written questions addressed to him by members of the Council on the report and on the administration of the Territory. During the sixteenth, seventeenth and eighteenth meetings the special representative of the Administering Authority answered supplementary oral questions of members of the Council.

During the eighteenth and nineteenth meetings, the Council held a general discussion with a view to formulating conclusions and recommendations relating to the report and to conditions in the Territory, and appointed a Drafting Committee consisting of the representatives of Australia, Costa Rica, Iraq and the United Kingdom to draft a report to form part of the report of the Trusteeship Council to the Security Council on its activities at its fifth session with respect to strategic areas under Trusteeship.

The draft prepared by the Drafting Committee was considered by the Council at the meeting

* T/329

** T/359

PART I. OUTLINE OF CONDITIONS AS STATED IN THE ANNUAL REPORT
OF THE ADMINISTERING AUTHORITY AND
BY THE SPECIAL REPRESENTATIVE

1. GENERAL

Area, Topography, Climate, Population, Natural Resources

The Trust Territory of the Pacific Islands covers an area of some 3 million square miles in the western Pacific Ocean north of the equator. The Territory contains 96 distinct island units with a combined land area of about 687 square miles. It consists of those Micronesian island groups known as the Marshalls, the Carolines, and the Marianas (with the exception of Guam).

The islands may be classified broadly as either "high" volcanic or "low" coral islands. The climate is, in general, tropical and rainy with small seasonal changes. Throughout most of the area the mean annual temperature averages from about 75° to 85° F. with a diurnal range of less than 10° F. The area is subject to typhoons or tropical cyclones which generally occur in the summer months.

The total resident population of the Territory (1948) was approximately 51,475, of which 51,239 were indigenous inhabitants who are broadly classified ethnologically as Micronesians.

There are eight distinct cultures each of which is imbued with local prides and traditions. These are represented by Chamorros, Palauans, Yapese, Trukese, Ponapeans, Kusaieans, Marshallese, and the people of Kapingamarangi and Nukuoro who have a predominantly western Polynesian type of culture. The indigenous people speak ten mutually unintelligible languages. Japanese is the nearest approach to a "lingua franca" throughout the Territory.

The natural resources of the islands are meagre. Much of the soil is of low fertility, thin, and susceptible to erosion. Because of limited space or rugged and stony terrain, few areas on any of the islands can be effectively plowed. Restricted mineral resources include phosphate, bauxite and manganese.

2. POLITICAL ADVANCEMENT

Headquarters of the Administration

The Headquarters of the High Commissioner of the Trust Territory have been located in Hawaii at the headquarters of the Commander in Chief Pacific, who is also the High Commissioner. The purpose of this dual assignment has been to assure necessary logistic support by providing, in the absence of any other means, the necessary ships, planes and communications to administer and supply the widely scattered islands of

/the Territory.

the Territory. Subject to the direction of the Secretary of the Navy, all powers of government and jurisdiction are vested in the High Commissioner of the Trust Territory of the Pacific Islands. The headquarters of the Deputy High Commissioner are on the island of Guam. The Trust Territory is divided into four sub-areas: Northern Marianas, Western Carolines, Eastern Carolines and Marshalls. Each of these sub-areas is headed by a Governor. There were, as of 30 June 1948, seven Civil Administrative Districts: Saipan in Northern Marianas, Palau and Yap in Western Carolines, Truk and Ponape in Eastern Carolines, Kwajalein and Majuro in the Marshalls. Since 30 June, the Yap District has been combined with Palau and the Kwajalein District with Majuro.

Administrative Personnel

The average number of American administrative personnel in the Trust Territory includes about 84 naval officers and about 60 civilians. The balance is enlisted personnel of the Navy. Indigenous employees of the Administering Authority total 1,708 including 485 persons rated as professional employees exclusive of teachers.

Participation of Indigenous Population

It has not yet been found feasible to provide for the participation of the indigenous inhabitants in the wider areas of administration because of their localized loyalties, geographical isolation and lack of experience in administration beyond the confines of the immediate community. Local leaders are being developed for administrative, educational and professional duties with the view that they will ultimately become part of the framework upon which efficient democratic self-government can be built. Administration has built upon the indigenous governmental system of the inhabitants and regards as important many customs regulating native behaviour. At the same time it has pointed out the advantages of and encouraged the introduction of democratic procedures.

Local civil affairs are administered by either a magistrate or a council, as the inhabitants prefer. Where the inhabitants have been found to be qualified to elect representatives, regularly constituted elections have been held.

In accordance with local customs, the participation of the islanders in the administration of justice is achieved largely through their chiefs, headmen or local magistrates. The Community Courts are exclusively composed of indigenous inhabitants of the Trust Territory.

Indigenous inhabitants have also served on the Justice and Superior Courts. Prior to the establishment of municipalities, island chiefs received salaries from the Administration. Since then the payment of municipal magistrates has become a responsibility of the municipalities.

The principal achievement in the political field has been the establishment of approximately 137 municipalities, several of which have shown a most encouraging interest in assuming responsibility for local welfare and financial matters.

3. ECONOMIC ADVANCEMENT

General

The outstanding problem in the economic field has been the difficult and delicate one of developing a sense of individual initiative and responsibility within a framework of established customs and traditions which, except in the Saipan District, tend toward a basically communal society.

Budget

Funds appropriated by the Administering Authority for the conduct of government for the fiscal year ended 30 June 1948 totaled \$1,134,071 of which \$207,600 was for public education and \$352,410 for Medical Care, Public Health and Sanitation. The amount actually expended was \$897,288. The reasons for the non-expenditure of the full amount were delays in procurement of materials, changes in accounting procedures, and difficulties in recruiting qualified non-indigenous personnel.

Locally derived revenues amounted to \$162,558, including \$26,698 from an internal revenue tax and \$120,042 from a processing tax. Of the amount received from the processing tax \$119,907 was paid by the Island Trading Company.

Economic Situation

The Administering Authority does not believe that the Territory can be made economically self-supporting in the foreseeable future.

During the year ending 30 June 1948, the economic situation was greatly improved by various factors, and two in particular: first, an encouraging growth of interest in economic pursuits on the part of the inhabitants; second, a very advantageous market in the United States and throughout the world for copra and trochus shells.

A small experimental station has been established on Saipan, and several trained agricultural specialists are located there and in the Carolines. Improved species of existing plants have been introduced, also pure-bred livestock.

/Taxation

Taxation

There are two main categories of taxes applied in the Trust Territory: namely, Trust Territory taxes and municipal taxes. The former are collected by the Civil Administration and paid into the Treasury of the Trust Territory. The latter are collected, expended and, except for the head tax, levied by each local municipality. Head taxes at the rate of \$2.00 per year are imposed on male residents between the ages of 18 and 60 inclusive.

Trust Territory taxes are in addition to and entirely separate from any tribal or clan property rights, under established native custom, which may bear some similarity to a tax. If it is determined by proper authorities that payment of the tax levied would cause undue hardship to an individual, he may work off his tax by labour at rates established for common labour.

Trade

The salient features of domestic trade have to do with copra and handicraft articles. In general, commercial enterprises in the islands consist of small, locally owned trade stores which supply goods and services to retail consumers. There are a number of corporations doing wholesale business on a local basis. The only government trading organization in the Territory is the Island Trading Company. This organization operates throughout the Trust Territory with the exception of Saipan and the Kusaie area, where local trade is able to carry on without such assistance. The company buys copra, handicraft articles, coconut oil, charcoal, dried fish and trochus shell. These products are marketed in the United States, whence consumer goods are imported for sale in island stores.

Mining

Phosphate is mined on Anguar. A royalty of 25 cents per ton is placed in the treasury for the welfare of the people whose lands are affected.

Plans are being studied for the reclamation of land affected by mining operations. The indigenous inhabitants will be repaid for loss of land. The phosphates deposits on Anguar are being worked by the Supreme Commander for the Allied Powers, Tokyo, for export to Japan. During the year under review 148,000 tons were mined, valued at \$1,480,000.

Land Ownership

The indigenous inhabitants hold 245 square miles of land most of which is held under a system of clan or lineage ownership. The Government holds 450 square miles, including "public domain" and land under

cognizance of the Area Property Custodian.

The Administering Authority has provided aid in replanting coconut plantations in war damaged localities. During the year covered by the report the attractive price of copra has been an incentive to revitalize old coconut plantations and to plant new trees. During 1947 the output of copra was approximately 5,000 tons. It is expected that this figure will increase until it approximates the pre-war (1937) annual total of 17,000 tons.

Fishing

Fish products are abundant on a subsistence basis, but no extensive commercial development has taken place. A programme of small boat-building has been undertaken to improve the local fishing industry. The entire subject of commercial fishing in the Trust Territory is currently being studied by the Administering Authority for the purpose of making plans to revitalize local fishing, deep sea fishing and the marine shell industry.

Exports and Imports

The principal commodities exported exclusive of phosphate were copra, trochus and handicraft products. The value of exports exclusive of phosphate value was \$894,508. All exports were sent to the United States except one half of the trochus (by weight) which went to Japan.

The principal imports - foodstuffs, hardware, carpentry tools, fishing gear and cloth, were valued at \$731,870. Imports came from United States and Hawaii except processed cloth received from Japan.

4. SOCIAL ADVANCEMENT

Public Works

Funds in the amount of \$1,080,100 have been authorized for the accomplishment of certain Public Works projects in the Trust Territory and the work is now under way. All these projects relate to essential facilities used by the natives or indirectly contribute to their general welfare. They are distributed fairly uniformly throughout the Territory and consist mainly of waterfront improvements (the building of piers and wharves, dredging and the blasting out of passages in reefs); roads and causeways; bridges; the renovation and reconstruction of buildings for use as native dispensaries and schools; the repair or construction of water and power facilities and sanitation systems serving dispensaries and schools; and the provision of civic administration, commerce and industry, office buildings and jails.

/ Labour

Labour Conditions and Regulations

Labour problems, as they exist in modern industrial society of the Western World, are unknown in the Territory. During the year under review, ample opportunities existed for the employment of both skilled and non-skilled labourers. From trained apprentice groups the Civil Administrators have obtained truck drivers, mechanics, electricians, refrigeratory repairmen, rodent and insect control squads, ware-housemen, stevedores, road workers, painters and other workers in similar categories. The policy of equal remuneration for work of equal value by men or women is accepted in the Territory.

Public Health

During the year substantial reductions have been made in the incidence of yaws, intestinal parasites, and filariasis. Incidence of yaws has been substantially reduced to about 5 per cent. Tuberculosis is a serious problem.

Medical training programmes for the indigenous peoples have been instituted by the Administering Authority at the Naval Medical Center, Guam.

The Administering Authority has provided medical and dental offices and built dispensaries and sub-dispensaries in each of the Territory's Civil Administration Districts.

There are six Civil Administration Unit Dispensaries and 90 sub-dispensaries. The Guam Memorial Hospital takes care of special or difficult cases.

As of 1948, the number of medical personnel in the Trust Territory, exclusive of the indigenous population was 117. Residents of Micronesia employed by the Trust Territory Medical Department totaled 273.

Housing

In the more populous areas of the islands thatch houses are gradually being replaced by frame and corrugated iron structures patterned after small Western-style dwellings.

Food Supply

Under present conditions of population size, the people are able to grow sufficient crops to meet their basic needs for plant food. Coconuts, breadfruit and other tree crops are the main sources of food supply. Next in importance are taro and arrow-root. Fish also constitute a major means of subsistence, especially for inhabitants of low coral islands where the supply of land products is meagre. Hogs, goats and a small number of cattle are raised for food. Plans are being made for restocking each island with cattle. The relative absence of fresh meat

/is a problem

is a problem in the Territory and the island diet is generally deficient in protein.

5. EDUCATIONAL ADVANCEMENT

In the educational field, the two principal achievements have been (a) the improvement in quality and quantity of instruction at Civil Administration teacher training schools through the use of civil service personnel and military dependents, to the extent that these schools are being designated as Intermediate Schools effective 1 September 1948 and equipped to offer general education and (b) the education at the Pacific Island Teacher Training School on Guam, since relocated on Truk, of the first class of 25 students from the Trust Territory.

The Government of the Trust Territory has established a free public school system. Elementary schools are located throughout the islands and a Teacher Training School (since designated as an Intermediate School as noted above) has been established in each district to increase and improve the supply of good teachers. As of 31 March 1948, there were 14 mission schools. There were at that time 230 elementary teachers, 18 intermediate school teachers and 9,272 students in 129 public elementary and intermediate schools.

Adult education is carried on through attendance of adults at regular school sessions and special evening or spare time sessions which offer training in business, agriculture, English, carpentry and other kinds of work. About 1,500 students were enrolled in adult education classes in 1948.

English is rapidly becoming the lingua franca of the Territory.

Cultural Education

Active encouragement has been given to the preservation of indigenous music, dances, folklore and handicraft, by sponsoring island music and dance festivals, fostering indigenous art and handicraft exhibits and assisting in the reconstruction (on Palau and Yap) of destroyed clubhouses, the traditional centres of community life.

PART II. CONCLUSIONS AND RECOMMENDATIONS

APPROVED BY THE COUNCIL

1. GENERAL

1. The Trusteeship Council, taking into account the comparatively brief period that has elapsed since the Administering Authority assumed responsibility for the administration of the Territory, and recognizing the difficulties arising from the destruction caused by the war, commends the Administering Authority for the progress it has already made in the political, economic, social and educational advancement of the inhabitants, and for the full nature of the information submitted both in the annual report and in the supplementary data provided by the special representative.
2. The Trusteeship Council, recognizing the desirability of the closest possible contact between the Administering Authority and the inhabitants, notes that the Administering Authority is giving consideration to the possibility of transferring the seat of government from Guam to a site within the Territory itself, and believes that this will facilitate closer association between the Administering Authority and the indigenous inhabitants.

2. POLITICAL ADVANCEMENT

3. The Trusteeship Council notes with gratification that the Administering Authority has under preparation an organic act for the Trust Territory.
4. The Trusteeship Council, while noting with approval the extent to which purely local forms of self-government have been fostered and encouraged, recommends that the Administering Authority increase its efforts to develop regional governmental organs on a representative and elective basis and that it endeavour to bring representatives of the indigenous population into the territorial government, if only in an advisory capacity in the initial stages.
5. The Trusteeship Council noting that some of the 137 municipal governments established in the Trust Territory enjoy a real measure of autonomy, welcomes the efforts of the Administering Authority to establish democratic organs of purely local government and hopes that further steps may be taken to ensure that the will of the people, rather than hereditary considerations, prevail in the election or appointment of such bodies.
6. The Trusteeship Council, noting that generally speaking the people of the Marianas Islands are relatively advanced, noting also that they do not yet possess a regional council, and noting the willingness of the Administering Authority to consider the possibility of establishing an
/appropriate

appropriate regional organ for the Marianas, recommends the Administering Authority to press forward with this measure.

7. The Trusteeship Council welcomes the steps taken by the Administering Authority to effect a real separation of administrative and judicial powers and expresses the hope that, wherever practical, further steps will be taken to effect this separation.

3. ECONOMIC ADVANCEMENT

8. The Trusteeship Council welcomes the declaration of the representative of the Administering Authority that it seeks no profit or aggrandizement from the Trust Territory. It further welcomes the stated policies of the Administering Authority to protect the indigenous inhabitants against loss of their land and institute a sound programme of economic development along lines which will ensure that the profits and benefits accrue to the inhabitants and will assist them in achieving the highest possible level of economic independence.

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

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

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

12. The Trusteeship Council recommends the Administering Authority to keep the taxation system in the Trust Territory constantly under review with a view to the ultimate abolition of the head tax and its substitution by a more progressive system of taxation based upon the capacity of the individual to pay.

/4. SOCIAL ADVANCEMENT

4. SOCIAL ADVANCEMENT

13. The Trusteeship Council, noting that the living standards of the indigenous inhabitants are still below pre-war levels, recommends that the Administering Authority take such steps as may be practicable further to raise the standard of living.

5. EDUCATIONAL ADVANCEMENT

14. The Trusteeship Council commends the Administering Authority for its achievements in the educational field but recommends that it consider the possibility of establishing secondary schools in the Territory to meet its progressive needs.

15. The Trusteeship Council notes that the Administering Authority is sending promising indigenous students to Hawaii and the continental United States for higher education, and urges it to continue doing so.

PART III. OBSERVATIONS OF INDIVIDUAL MEMBERS
OF THE COUNCIL

1. GENERAL

Form of Report

The representative of the Union of Soviet Socialist Republics considered that insufficient information regarding the political, economic and social progress of the population of the Trust Territory had been submitted by the Administering Authority in its report.

The representative of the United Kingdom appealed to the Administering Authority to print future reports in larger type.

The representative of Iraq expressed gratification at the comprehensive and informative nature of the report and allied documents.

The representative of the Philippines complimented the Administering Authority on the comprehensiveness of its report.

The representative of China felt that the Administering Authority should be commended for the fullness of the information furnished in the report.

The representative of the United States of America was inclined to agree that larger type ought to be used in the printing of the next annual report. He would be glad to pass this suggestion on to his Government, and he hoped that it would be possible to comply with that suggestion.

He could not agree at all with the USSR representative's statements impugning the motives of his Government and alleging that it had failed to submit sufficient information regarding the progress of the population. Of course, there was room for further improvement; that was what they were working for and looking forward to. But on a question of good faith, of the sufficiency of the accomplishments to date under the circumstances and the adequacy of the information submitted, he was entirely content to leave those matters to the good sense of the Trusteeship Council.

General Advancement of the Territory

The representative of the Union of Soviet Socialist Republics considered that the Administering Authority had not undertaken the necessary steps to promote the political, economic and social development of the inhabitants, their educational advancement and their development towards self-government or independence as required by Article 76 of the Charter.

The representative of the United Kingdom congratulated the Administering Authority on the substance of the report, which revealed to

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any impartial observer a record of good work well done. He felt confident that the Administering Authority was working conscientiously for the benefit of the island, and he was convinced that the approach of the Administering Authority to its problem was a sound one. He had only two misapprehensions, the first of which was that the path to self-government might be moving too fast. It was no use, he said, directing people along the road to progress at a pace greater than they could stand. His second misapprehension concerned the size of the staff. He realized that there were obviously great difficulties inherent in the scattered nature of the Territory with its multitude of small islands and that the need for reconstruction following the unfortunate incidence of the war required a large staff, but it seemed to him that it might be risky to set up an expensive administration which the small community might not be able to support when it finally achieved self-government.

The representative of Iraq considered that the Administering Authority was to be complimented and commended for its efforts in the Trust Territory. He stressed, however, that in discussing the Pacific Islands a sense of realization and proportion must be maintained. The inhabitants were very backward, poor, ignorant, and perhaps indolent, and lived almost in a state of nature. All these facts had to be remembered and due allowances made. There was also the over-riding fact that the area was a strategic one.

He found the record of the Administering Authority both commendable and encouraging. The area had been the centre of a war and its reconstruction therefore required not only effort, time and money, but a will to achieve results and he felt that the Administering Authority had all those elements. He admitted that much still had to be done, but that was a problem everywhere in the world. He welcomed the declaration of the representative of the United States of America in his opening speech that the United States sought neither profit nor aggrandizement from the Trust Territory.

The representative of France stated that despite the fact that the United States had only taken possession of the Trust Territory during the war, it would be very difficult to imagine that longer experience of administration in the field could have resulted in more decisive achievements. He felt that the goodwill of the United States was the most valuable factor upon which the Council could count since it was an assurance that the economic and financial assistance which the United States was able to extend would have decisive and rapid results in the amelioration of the Territory.

The representative of Belgium welcomed the plan of indigenous policy set out in the general instructions of 5 January 1948 by the Chief of Naval operations to the High Commissioner of the Trust Territory, which he
/believed

believed deserved the wholehearted approval of the Trusteeship Council. He praised the goodwill shown by the Administering Authority, and recognized the considerable results that had been obtained in such a short time and in a period of reconstruction.

The representative of the Philippines stated that his delegation was impressed by the amount that had been accomplished by the Administering Authority during its first year of Trusteeship. There was however still much room for improvement before the goal laid down by the Charter was achieved, but a substantial start had been made. He emphasized that the Council was not dealing with a very primitive people; the Marianas, for example, had a pre-German history of Spanish colonization dating from the sixteenth century. He took exception to the suggestion that the Administering Authority might be moving too fast. To slow down the tempo of political development, and thereby to justify in any manner the still backward political conditions obtaining in other Trust Territories which had been under the tutelage of the various Administering Authorities for more than thirty years would be a flagrant disservice both to the people of the Pacific Islands and to the Trusteeship System itself.

The representative of Mexico congratulated the Administering Authority on laying down the basis of very fine principles for creating the social and political organization, as well as an economic system of a progressive and stable nature, which the Territory so urgently required. He could not agree with the thesis of the United Kingdom representative that there was a danger in encouraging a too-rapid development. It was not possible to put a brake on progress nor on the political philosophy of the United States Government, which enabled it to carry out plans with greater speed than would be possible in other parts of the world.

The representative of Australia expressed his agreement with the commendatory remarks which had been made by other members of the Council, both in particular and in general terms, on the report. It was clear that the task of trusteeship of the former Japanese mandated area had been undertaken initially with great vigour and imagination and with breadth of outlook which would serve as a most encouraging example for every other Administering Authority.

The representative of China commended the Administering Authority for the praiseworthy work it had done during the year covered by the report. He recalled with gratification a statement by the representative of the United States of America to the effect that his government had not accepted the Trusteeship for financial gain. He believed in the sincerity of that statement and that the Administering Authority had at heart the welfare of the indigenous population. It was this policy of self-effacement as well as

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the positive policy looking towards the advancement of the population in the political, economic, social and educational fields that had enabled the United States Government to achieve as much as it had in the Pacific Islands. The difficulties which the Administering Authority had had, and would still have, to overcome were truly immense; but the manner in which these difficulties had been and were being surmounted and the manner in which the administration was carried on, deserved the commendation of the Trusteeship Council.

The representative of the United States of America expressed the appreciation of his Government for the comments and suggestions which, with the exception of one member, had been for the most part helpful and constructive. His Government would be happy to consider carefully and to weigh these suggestions. It was anxious in every way practicable to promote the political, economic, social and educational advancement of the inhabitants of the Trust Territory.

For a true understanding of the problem facing the Administering Authority, the following factors had to be taken into account:

First, the primitive nature of a large portion of the population of the Territory and the fact that they lived largely on the food which they themselves produced, in other words a sort of subsistence economy without any extensive dependence on money; second, the vast sea distances which separated the far-flung islands of the Territory with the resultant infrequency of inter-island visiting; third, the resulting marked diversity among the island peoples and their cultures which comes from the wide separation of the islands.

Another factor was that after the war the 70,000 Japanese who had administered the government, the businesses and the educational programme, were repatriated, leaving the entire Territory with a vestige of the former administration. The Administering Authority had to assume immediately the task of filling that vacuum, of reconstructing the political, economic and educational life from the ground up.

Regional Co-operation

The representative of Australia remarked that although the South Pacific Commission was not specifically concerned with the Pacific Islands Trust Territory, there were many problems, tasks and functions common to both, and he hoped there would be a proper interchange of information and ideas.

2. POLITICAL ADVANCEMENT

Organic Law

The representative of Iraq suggested that the Council should note with the deepest gratification that the Administering Authority had stated that it would be pleased to consider suggestions from the Council as to a future organic act for the Territory. The Administering Authority should be assured that the Council would be pleased to co-operate in this way and should invite the Administering Authority to submit its own proposals for organic legislation to the Council for mutual consultation and assistance.

The representative of the Philippines regretted that the special representative was not able to furnish the Trusteeship Council with a copy of the proposed organic act now being considered by the executive departments, the Administering Authority, or of the proposed organic act submitted to the Congress of the United States but not acted upon by it. Under the circumstances the Council could not avail itself of the offer of the special representative that the Administering Authority would be pleased to consider suggestions from the Council with regard to an organic act. It was to be hoped, however, that the proposed organic act would soon be available for the perusal of the Council.

The representative of the United States of America remarked that the Administering Authority had stated that it "would be pleased to consider suggestions from the Trusteeship Council with regard to an Organic Act". A draft bill had been submitted to the Congress last year; it had been published and was available to all. It contained detailed provisions designed to carry out the general terms of the Trusteeship agreement but the bill had not been considered by the last Congress owing to pressure of work and a new bill was now being prepared by the executive department for submission to the present session of Congress. This bill would not be published, of course, until it had been received by Congress. In view of the constitutional procedures of the United States it would not prove practical or feasible for Congress to develop such legislation in any formal consultation with some other official body.

General Administration

The representative of the Union of Soviet Socialist Republics considered it to be abnormal that the central organ of the administration of the Trust Territory was located outside the Territory itself in the American possessions of Hawaii and Guam. The Council should recommend to the Administering Authorities the creation of legislative and administrative bodies in the Trust Territory itself.

The representative of Iraq also drew attention to the fact that the Trust Territory Government was located in Guam, a United States possession
/which might

which might be within the Territory in a geographical sense, but was outside it in a political sense. There was therefore the situation of the Territory being governed by a body of exclusively non-indigenous officials, with their headquarters outside the Territory, having no representation of the indigenous inhabitants and no direct contact with them. Furthermore, that was the equally curious situation of the head of the Government, the High Commissioner, being even further away from the Territory - as far away, in fact, as Honolulu, where he shared the same office with the Commander-in-Chief of the Pacific Fleet, being, in fact, one and the same person.

He had the feeling that this Government was only a temporary one; that it was, so to speak, a "hangover" from the purely military government which the Administering Authority established after its armed forces, with great courage and credit to all concerned, had captured the Islands from the Japanese.

The Council should express the hope that, as soon as the transfer of the Administration to a permanent and wholly civilian basis was carried out, this arrangement for the government of the Territory from outside its borders should be made to disappear. It should favour the transfer of the seat of Government to the Territory itself, in order that the most direct contact possible with the inhabitants should be established, and in order that the inhabitants should be given the opportunity to take part in it.

The Council should give its warm support to the declared intention of the Administering Authority to transfer the Territory to a civilian administration, and should express the hope that this transfer would be carried out in the near future.

The representative of Australia considered that the methods of recruiting and appointing administrative personnel for the Territory, while they may have been inevitable in the circumstances, left room for doubt as to whether there was sufficient ground for the building-up of a permanent administrative service. A large part of the recruitment was still being made from among naval officers, and it was not clear whether these officers were only posted to the Territory for a certain period and were then subject to transfer to other naval duties. He wondered whether there was not some danger of the administration feeling itself to be on such an insecure and transient footing as to militate, in the long run, against the proper development of the administrative service and against the best use of the personnel available.

The representative of the Philippines believed that a transfer of the administration in the Trust Territory to a civilian authority should be
/effected

effected as soon as possible. The present interim arrangement was not in the best interest of the inhabitants because in the first place military and civilian functions were, to a large extent, overlapping and in the second place, development of long-term policies and programmes must be hindered. He therefore proposed that the Council should recommend that early steps be taken to effect a real transfer of control to a civilian agency, and that at same time the headquarters of the Trust Territory Government and the location of all branches of the government should be established within the Territory itself.

The representative of the United States of America remarked that the suggestion that the seat of government should be transferred to the Trust Territory had been under consideration by the Administering Authority for some time. The logic of it was clear. Initial, practical difficulties - of housing, of transportation, of communication - had prevented making a transfer as yet, but the matter was now under very active consideration by the Administering Authority.

Organs of Government

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken the necessary steps to bring the indigenous population of the Territory into the political, legislative, and judicial organs of the Territory. Not only had it not taken the necessary steps but it had not taken any steps at all and did not intend to. All the administrative posts in the Territory were occupied by American officials. There were no legislative bodies in which the indigenous inhabitants might participate. The entire authority of the Territory was, in practice, centred in the hands of American officials.

He considered that the Trusteeship Council should recommend to the Administering Authority the creation of legislative and administrative bodies in the Trust Territory and for this purpose should introduce legislation and other measures which would provide for the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory.

The representative of Iraq noted with approval the extent to which the policy of granting to the indigenous inhabitants the highest degree of self-government which they were capable of assimilating had been carried out on a local basis, as evidenced especially by the establishment of some 150 local municipal governments. The Council, he suggested, might well encourage the Administering Authority to press forward with this kind of development. On the other hand the Council should note that beyond the purely local field of government a rather large vacuum still existed.

/He proposed

He proposed that the Council should recommend that representatives of the indigenous people should be brought into the central government, if only in an advisory capacity to begin with. The Council might also, he suggested, encourage the Administering Authority to press forward with its efforts to organize regional governments with the ultimate aim of giving a sense of territorial unity to the inhabitants as a whole, and of creating a foundation for their participation in the territorial government. Development along these lines should, in his opinion, coincide with the early transfer of the territory to a civilian administration.

The representative of the Philippines noted that there were four municipalities in the Trust Territory which enjoyed real autonomy and he hoped that this number would increase in time until it embraced all the municipal governments in the Territory. The Council should encourage the Administering Authority in its efforts to establish democratic organs of purely local government and support all the steps that might be taken to ensure that the will of the people rather than hereditary considerations prevailed in the election or appointment of such bodies.

He was, however, struck by the absence of a regional advisory Council for the Marianas. Considering that the people of the Marianas were admitted to be extensively advanced in modern civilization and were far ahead of people in other areas, he believed that the Marianas area was entitled to no less than a regional legislative body with real legislative power. This body could very well serve as a model for other areas and be a nucleus of a territorial legislator for the whole Territory.

In his view it was not impossible to form a single nation out of peoples of the Trust Territory. The Council should, therefore, recommend the Administering Authority to exert its efforts to develop regional governmental organs on a representative and elective basis, and also to endeavour at an early date to bring representatives of the indigenous population into the territorial government itself.

In this connection he thought the Council might recommend the Administering Authority to formulate a more concrete plan for the establishment of a legislative body for the territory as a whole providing full representation for the indigenous inhabitants and affording them a progressively increasing degree in legislative and budgetary affairs.

The representative of the United States of America expressed profound disagreement with the the apparent view of the Soviet representative that the promotion of political advancement demanded the imposition, overnight, from above, of a full-fledged Territory-wide government, participated in if not run by the indigenous population, and that the institution of municipal organization
/was not

was not the way to go about it. It was clear that down through the centuries the development of self-government had begun with local areas. Long before any feeling of national consciousness developed there must be a development of unity of thought and organization in local communities and the only possible, practical way to begin was through the organization of municipalities.

It was true that not all municipalities had as yet been organized on a representative basis. However, many democratic elections had been held and the fact that approximately 80 per cent of the indigenous inhabitants of voting age enjoyed some form of suffrage seemed a clear indication that progress was being made in gradually remoulding the local government. The Administering Authority had started self-government in the local municipalities. It had already begun expanding through regional advisory bodies such as the Palau Congress, the Conference of Magistrates in Yap and in Ponape, and had indicated its intention of progressively extending its sphere of indigenous participation as the population becomes prepared to assume such responsibility. It had already begun using the indigenous inhabitants in important regional and district positions including justice and the superior courts.

He was also unable to agree with the contention of the Soviet representative that the Administering Authority did not intend to introduce any measures which would provide for the participation of the indigenous inhabitants. The plan of the Administering Authority for developing self-government was: first to develop self-governing municipalities; then, as it became possible, progressively to increase the powers of regional or district bodies; and finally, in time, to develop territory-wide organs of self-government in which the indigenous inhabitants would play a substantial, if not a major part.

The representative of the Union of Soviet Socialist Republics remarked that the representative of the United States could not deny that in the Trust Territory there were no judicial, legislative or executive bodies in which the indigenous population participated. The recommendations of the Soviet delegation were justifiable because they were based on concrete facts.

/Mr. Sayre saw

Mr. Sayre saw no purpose in protracting the discussion and replied that he had tried to make it clear that the United States is trying in every way to promote the political, economic, social and educational advancement of the inhabitants. The United States is pushing forward vigorously and as speedily as practicable. The record speaks for itself.

Use of Tribal or Clan Systems

The representative of the Union of Soviet Socialist Republics stated that the Administering Authority had not taken the necessary steps to provide for a transference from the tribal system to a system of self-government based on democratic principles. Instead of creating such a system the Administering Authority had limited itself to a few purely bureaucratic measures for adjusting the tribal system to the purposes of local administration. Although the so-called system of municipalities had been introduced all that this meant was that new labels had been given to the Chiefs. These people might be called "Magistrates" but they were merely being used by the Administering Authority for the purpose of administering the indigenous inhabitants. In his view the tribal system as existing at present was inconsistent with the progressive development of the indigenous inhabitants towards self-government or independence, and he recommended that the Administering Authority should take steps to provide for a transference from the tribal system to a system of self-government based on democratic principles.

The representative of Belgium declared that the maintenance of the tribal system by the Administering Authority was entirely consistent with the principles of the Charter requiring respect for the culture of populations, provided that when indigenous institutions of the tribal systems presented obstacles to progress they would be gradually diminished and eventually removed. Note should be taken of the fact that the Administering Authority had instituted a large number of municipalities which were quite foreign to the tribal systems, and in which democratic concepts had been introduced. He drew attention, however, to an apparent conflict between the political directive issued in January 1947 and January 1948 respectively. In the former it was stated "the military governor decreed that local government should reflect American concepts as closely as might be feasible but without radical changes in native systems".

/In the latter

In the latter it was stated that "local governments insofar as practicable, should be patterned on the political and social institutions which the inhabitants have evolved for themselves". He hoped that in the next report a clarification would be given regarding this apparent paradox.

The representative of France was also unable to agree that the tribal system was imperfect and unadaptable to any new system established on a more democratic basis. He thought that the Administering Authority was perfectly right to try to work for the best with the elements at its disposal, and to try to achieve progress not in theory but in practice.

The representative of Mexico could not agree that the tribal system could lead to the aims for which the Trusteeship system was established. By maintaining a tribal system no country could arrive at self-government or independence. It was a system which must be eliminated gradually, but the gradual elimination must be as quick as possible. Its continuance on the ground that it was the obligation of the Administering Authority to respect the indigenous institutions could in no way be justified. When customs of indigenous peoples were in danger of jeopardizing in any way the welfare of the entire community they could no longer be respected.

The representative of the United States of America stated that he was unable to accept the Soviet representative's view that the tribal or clan system should be eliminated and "western" forms of governmental processes and structures put in its place. His Government believed that real democracy consisted of building upon the desires and the consent of the governed, and the gradual and progressive development of a government founded upon education and involving understanding. Widespread and popular education offered the only sound foundation upon which a truly democratic government could be built, and it was because his Government had a firm belief and faith in that kind of democracy rather than in dictatorship that it believed that the clan or tribal system under which people had been bred for centuries, should not be torn up by its roots and replaced overnight by "western" forms of government which they did not understand and did not desire.

/The supplanting

The supplanting must be a gradual and progressive development based on education; and that took time. He recalled that the Pacific Islands Trusteeship Agreement was only two years old. The Administering Authority believed that development towards self-government or independence, to be permanently satisfactory, must be based upon active and intelligent participation by the population, and that such constructive participation on a Territory-wide basis was impracticable at the present time in view of the primitive state of the vast majority of the population and the wide divisions and diversities between different cultural groups, caused and accentuated in most instances by their geographical separation.

The Administering Authority, while anxious to promote the political advancement of the population, believed that any attempt to impose this advancement arbitrarily, by law, would be in violation of the obligations imposed by Article VI of the Trusteeship Agreement, which required the Administering Authority to give "due recognition to the customs of the inhabitants in providing a system of law for the Territory".

The representative of the Union of Soviet Socialist Republics said that he had never stated that he was opposed to democratic organs of self-government. The recommendation submitted by the Soviet delegation stated quite clearly that the Trusteeship Council should recommend to the Administering Authority measures "for the transference from the tribal system to a system of self-government based on democratic principles".

Suffrage

The representative of the Philippines noted that suffrage was not yet universal in the Territory, although he commended the Administering Authority for its resourcefulness in introducing variations of secret balloting for voters who could neither read nor write. His delegation considered that the minimum age of 26 years for voters in Palau was too high.

Judicial Organization

The representative of the Philippines welcomed steps taken to effect a real separation between administrative and judicial powers. He hoped that the separation of powers would be carried out more fully.

3. ECONOMIC ADVANCEMENT

General Economic Policies

The representative of the Union of Soviet Socialist Republics stated that, on the information supplied, the indigenous inhabitants did not participate in any way in determining the question of the economic development of the Territory. This was apparent from the fact that the consultative organ which makes recommendations regarding wages, taxes, living standards, and the general economic problems of the Territory was not located in the Territory itself but in Guam, and on this organ there was not a single representative of the indigenous population of the Territory. The Administering Authority had not undertaken the necessary measures to bring the indigenous inhabitants into active participation in the economic life of the area, nor had it taken any steps to develop industry on the basis of local raw material. The population and the raw material resources of the Territory were being exploited without any concern regarding conditions of life and work of the indigenous population.

The representative of France considered that it was evident that the Administering Authority had endeavoured to achieve economic progress, and all the evidence available led him to believe that this progress was constant. It could not be said that the Administering Authority was trying to exploit the Territory.

He thought that the Council should wholeheartedly approve its policy in respect of the Island Trading Company which was in fact a State organ set up to take the place of other organs, and which, as and when the inhabitants were able to take over some of its activities, would withdraw in order to give a free rein to private industries.

The representative of the Philippines welcomed the avowed policy of the Administering Authority, for the protection of the local inhabitants against loss of their land and resources and the institution of a sound programme for economic development of trade industry and trade along lines which would ensure that the profits and benefits thereof accrued to the inhabitants and which would assist them in achieving the highest possible level of economic independence.

He believed, however, that the Council should scrutinize more closely the activities of the Island Trading Company, which enjoyed a de facto commercial monopoly. The Council should request the Administering Authority to furnish in each annual report a more detailed description of the operations of the company during the year under review, such as salaries and wages of its personnel, profits and losses, and the disposition of its funds.

/He considered

He considered, further, that the Council might propose to the Administering Authority that it should draw up and discuss with the Council a comprehensive plan of economic development which would serve as a pattern for the establishment on sound lines of the future economy of the Territory, indicating the lines along which its resources might be developed with maximum participation by and maximum benefit to the indigenous inhabitants.

The representative of the United States declared that the Administering Authority was seeking no financial gain or advantage of any kind for itself or its nationals. It was spending large sums for the welfare of the inhabitants; in the opinion of some of the members of the Council, too large sums. To assist the people in the marketing of their copra and other Island products and in the importing of such goods as they need, the Island Trading Company was organized. All the profits from this organization went to the welfare and support of the Island peoples. As more than once explained by the special representative and as set forth in the report, the Company was an interim arrangement until such time as the inhabitants of the various localities were in a position to carry on these functions on their own account. It was his Government's desire to encourage and assist the local people to achieve this goal as soon as practicable.

The Island inhabitants were taking a very active part in economic activities on both the district and the local levels where they were conducting the retailing and had even organized wholesale companies to such an extent that the Island Trading Company had been able to withdraw completely from the Saipan District and to curtail its activity substantially in other Districts so that the inhabitants might themselves carry on the work. The company's prices had been so fixed as to provide a full opportunity for private enterprise to enter the commercial field. Furthermore, the record clearly showed that the Administering Authority had fostered the development of industries by the indigenous inhabitants in utilizing and processing such local raw materials as might be available, for example, in respect to the preparation for market of copra, trochus shells, mangrove bark, coir fibre, charcoal, pepain, sponges, fish and trepang, in the manufacture in local service shops and in the production of exportable handicraft items too numerous to mention.

He stated also that the next annual report would contain full information on the operations of the Island Trading Company.

/The representative

The representative of the Union of Soviet Socialist Republics emphasized again that the indigenous inhabitants did not participate in the decision of economic questions regarding their Territory.

Copra Industry

The representative of the Philippines considered that the Council should note that the major portion of the Island Trading Company's profits accrued from its trading in copra, of which it fixed a purchase price very much below the world market price, and that those profits were not utilized in a stabilization fund to protect the producer from an extreme drop in the market prices of copra, but were paid into the revenue of the Territory itself, from which the producer received no direct benefits. The Council should further note that the copra producers already bore a 15 per cent processing tax on copra exports and thus shouldered an undue share of the burden of public expenditure, amounting to some four-fifths of the whole.

The representative of the United States remarked that the suggestion that a stabilization fund should be created for the protection of copra producers involved a very delicate question of judgment. The complications of operating such a fund and the difficulty of forecasting the copra market on any accurate basis had made the creation of such a fund appear to the Administering Authority to date to be probably less desirable than the simpler method which was now being followed. There had been a recent severe drop in the copra market which might have a very serious effect on the whole question, but the possibility of a stabilization fund would be given consideration and continual study by the Administering Authority. Referring to the proportion of the tax burden borne by the copra industry, he called attention to the fact that copra was one of the most productive sources of cash income of indigenous inhabitants as a whole, and that therefore in all justice it should bear a large proportion of the entire tax burden. It was probably in a better position to bear this burden than less thriving new industries which the Administering Authority was attempting to foster in order to broaden the economy. The Administering Authority was devoting very considerable attention to that problem.

Phosphate Mining

The representative of the Philippines expressed concern at the exploitation of the phosphate deposits in Angaur by the Supreme Commander of the Allied Powers for export to Japan, notwithstanding the fact that the report of the survey made in 1946 by the United States

/Commercial

Commercial Company, an agency of the Administering Authority, recommended that when shipping was available better distribution of phosphate fertilizer to the natives be started and that the entire output of the Anguar mines be retained within the area. He did not understand, therefore, the basis of the arrangements for the export of phosphates to Japan which called for mining up to 865,000 metric tons of phosphate ore, which represented the entire estimated deposits in Anguar.

He also failed to understand why the export of the entire output of the phosphate mines was exempted from the 15 per cent processing tax levied on other exports. Thus, besides a royalty of 25 cents per ton to cover the irreparable damage to the privately owned lands from which the phosphate was mined, the Trust Territory derived no benefit whatsoever from the phosphates, which all went to Japan.

The Council should propose that these arrangements should be subjected to further serious review by the Administering Authority and that assurances should be given to the Council, in the light of this review, that all necessary steps had been taken to safeguard the interests of the Territory and its inhabitants.

The representative of the United States of America gave an assurance that the next annual report would contain full information on the question of the Anguar phosphates and their general bearing on the economy of the people.

Commercial Fishing

The representative of the Philippines commended the Administering Authority on its revival of the canoe-building industry and hoped that this would stimulate the commercial fishing industry. He considered at the same time that the Council would urge the Administering Authority, before granting any permits to outside fishing companies, to explore again the possibility of developing the fishing industry as a purely indigenous enterprise, with all possible assistance, financial and technical, from the Administering Authority itself.

Standards of Living

The representative of the Union of Soviet Socialist Republics stated that the greater part of the inhabitants lived under the ancient tribal system and its very primitive, natural form of economy, and were thus doomed to a beggarly, semi-starving existence. Those in employment were exploited without any concern for the

/conditions

conditions of life and labour: the report showed that each labourer was paid only \$16.29 a month, or \$195.48 a year, whereas in the phosphate industry the average value of production per man in 1948 was about \$3,402 a year. Even an indigenous teacher received only \$20.75 a month. It was impossible to conceive how they could live on such wages from the point of view of food prices alone, not to speak of clothing, housing, and secondary and higher education.

The representative of Belgium considered that if any reproach could be levied at the Administering Authority, it was that it had established in the Territory a way of life that was at such a high level, as a result of government subsidies, that it might be impossible for the islanders to continue this high standard of living if the trust system were to come to an end. He appreciated the generosity of the Administering Authority, but hoped that the economy of the Territory would be progressively developed in such a way that ultimately the local economy would be able to support the budget and that the budget would be calculated in such a way that the local economy would be able to carry it.

The representative of the Philippines noted that, in spite of the efforts exerted by the Administering Authority, the effects of the war had been such that the living standards of the inhabitants were still below pre-war levels. His delegation welcomed the assurance of the Administering Authority that it intended not only to restore the pre-war standards, but to raise them higher if possible. His delegation commended to the Administering Authority the conduct of periodic surveys of the cost of living, with a view to correlating wages and prices and thus affording a basis for further efforts to raise the standard of living.

The representative of the United States of America pointed out that the indigenous economy did not depend primarily upon a price or a money system. Special wage rates had been authorized in particular islands where the cost of living was higher than in other parts of the territory because of greater dependency on imported food, but in most of the Territory the supply of goods and services was integrated into the system on a gift-exchange, or community-effort basis; consequently a comparison drawn between the average rates of wages and the money-cost of certain items gave a totally unrealistic impression of the standard of living which a worker could maintain. The majority of workers did not live on wages but on a subsistence basis. They were living happy lives, without shortage of food or
/other necessities.

other necessities. No school fees were required in the public schools, and the granting of scholarships to cover the living expenses of advanced students was a widespread practice.

The representative of the Union of Soviet Socialist Republics remarked that the worker lived, according to the representative of the United States, on "a subsistence basis". But a man who worked all day should rest after work; whereas what happened in this case was that a man, after having worked all day but not being able to live on his salary, had to go out fishing or collecting shells and food to be able to live on a subsistence basis. If the worker had a family of children how was he going to support them, let alone provide for their higher education?

Taxation

The representative of the Union of Soviet Socialist Republics stated that the outmoded system of capitation tax was still in force, and he felt that the Trusteeship Council should recommend to the Administering Authority its replacement by a progressive tax system, or at least one which would take into consideration property qualifications and the ability of the population to pay.

The representative of France was unable to agree that the head tax should be substituted by a progressive tax on incomes. Such a tax could not be adapted in a given economy unless that economy was able to support it. Moreover, it was very expensive to establish a fiscal system as complicated as that of the income tax, whether it were proportional or progressive. The time had not yet arrived to impose upon the population of the Pacific Islands what would be a burden and would in no way benefit them.

The representative of the Philippines expressed misgivings with regard to the head tax. He considered that such a tax was obsolete, that it was not based on the ability of the individual to pay, and that it was basically wrong that a special tax should be levied on natives only. He noted that the United States personnel did not pay the head tax because they were not considered to be permanent residents; however they belonged to a category of residents who should be taxed, and he noted that there was no territorial income tax. He recommended that the Council urge the Administering Authority to review its tax system with a view to the abolition of the head tax and its replacement by a more progressive system based on the capacity of the individual to pay.

/The representative

The representative of the United States of America emphasized the primitive nature of many of the communities in the Trust Territory. The head tax was one of the simplest and most practicable to assess and helped to bring home to all elements in the community their responsibilities and their participation in the expense of the government. The head tax was by no means the only form of tax in force. The question of ability to pay had not been disregarded in building a tax structure, nor even in the case of the head tax itself. Provision was made for abatement of the head tax in the case of those who were not reasonably able to pay.

4. SOCIAL ADVANCEMENT

Wage Disparities

The representative of the Union of Soviet Socialist Republics drew attention to the great disparity in wages paid to indigenous teachers and United States teachers working in the Territory, and submitted that this was evidence of the existence of racial discrimination. Such discriminatory practices should immediately be ceased. He described as baseless a statement made by the special representative to the effect that if indigenous teachers were paid the same salaries as American teachers the local economy would be completely upset.

The representative of France stated that it had been constantly repeated in the Trusteeship Council that racial discrimination did not exist as a result of such a fact as that a locally recruited teacher was paid less than a teacher going from the United States. It would be very difficult to ask a teacher from New York to go to the Pacific Islands to teach the natives there for 50, 60 or 100 dollars per month.

The representative of the Philippines considered that the principle of equal pay for equal work should apply equally in the Trust Territory as in the metropolitan country. He suggested that future reports might include information as to the positions held by the wages paid to United States and indigenous personnel in the administration, the Island Trading Company and in private enterprise.

The representative of the United States denied that the disparity in wage rates for non-indigenous and indigenous teachers was any proof of racial discrimination or disregard of Article 76 c of the Charter. He asserted that if education was to be advanced at the rate which his Government believed it should be, it was an absolute necessity for an Administering Authority to bring in teachers to give the necessary instruction at the indigenous teacher-training schools and the medical, dental and nursing schools. Apart from a few consecrated missionaries, unless the Administering Authority was prepared to pay the prevailing
/rate of wages

rate of wages of the country from which they were brought, none would consent to come. American teachers could not be brought to the Pacific Islands unless they were paid wages no less than they could get for jobs at home. And yet, through this interim period, to pay indigenous teachers the same rate of wages would completely upset their position in the local economy and would raise the cost of education to such astronomical proportions that either the number of indigenous teachers must be cut to a ruinous and shocking level or else education must bankrupt the community. It was clear, also, that the imported and indigenous teachers were performing services altogether different.

Public Health

The representative of the Union of Soviet Socialist Republics expressed the opinion that the Trusteeship Council should recommend to the Administering Authority that it increase budgetary allocations for public health needs.

The representative of the United States of America submitted that his government had been generous - and over-generous, in the eyes of some - in the amount it had already expended from its own funds for education and health.

The representative of the Philippines noted the great strides taken in health, sanitation, and medical matters.

The representative of Australia commented on the remarkable success achieved in the medical treatment of Yaws, which had almost been eliminated in the short period of a year or two. That, and related accomplishments of the Administration deserved the special attention of other Administering Authorities in the Pacific Area.

The representative of the United Kingdom wondered whether nurses who were now training at a central school at Guam could not receive adequate training at local dispensaries within the Trust Territory. From his experience in other countries, he believed that this would probably give better results in the long-run.

The representative of the United States of America remarked that the manifest advantage of training indigenous nurses at the dispensaries where they would remain more nearly within their own environment was a matter which had been apparent to the Administering Authority and had been given careful consideration. To date, however, the possibilities of broader training at a large hospital; had appeared to counterbalance the disadvantage of removing the students of nursing from their own environment. But this was a question which deserved constant examination and consideration, and was one which they would certainly continue to study.

5. EDUCATIONAL ADVANCEMENT

The representative of the Union of Soviet Socialist Republics stated that the elementary schools did not assure a real elementary education, and the Administering Authority had not taken the necessary steps to create conditions which would make it possible for the inhabitants of the Trust Territory to obtain a secondary or higher education. The special representative had shown that there was not a single individual in the Trust Territory who had obtained a complete secondary education, or a higher education. Nothing was being done to prepare the kind of intelligentsia which would in the near future allow the indigenous population to take over the administration. He accordingly felt the Council should recommend that the Administering Authority should increase budgetary allocations for education, particularly for the development of secondary and higher education and for the cultural needs.

The representative of France stated that the population of the Trust Territory had come into contact with American education only within the last few years. In that short time it could not be expected that graduates in all fields could be obtained.

The representative of the Philippines expressed his satisfaction at the remarkable achievements of the Administering Authority in the educational field, in which the most notable progress had been made, but he believed that the Council might recommend to the Administering Authority to press on more rapidly with its intention to provide secondary education within the Territory. He hoped that the Administering Authority would continue its policy of sending promising students not only to Hawaii but also to the United States.

The representative of the United States of America pointed out that the report made it clear that since the Trusteeship Agreement had come into force the Administering Authority had established a free public school system, elementary schools were located throughout the Territory, and intermediate schools and schools for advanced training of teachers, medical and dental assistants, and nurses had been established. In addition, the Administering Authority was assisting certain students to obtain higher education in Hawaii and the continental United States. No less than 9,300 children of a total population of 50,000 were at school and none of these paid fees.

He thought that the Soviet representative had been slightly mistaken when he stated that the special representative had said that there was not a single individual in the Trust Territory who had obtained a complete secondary education. The special representatives words were, in one
/instance,

instance, that there were "very few", and in a second instance that there were "comparatively few" of the indigenous inhabitants who had a higher education.

As to the possibility of secondary education for qualified students beyond that offered in the intermediate schools, he drew attention to the statement in the report to the effect that qualified students might attend United States Government highschools on Guam.
