

Council's Review of Two Trust Territories in the Pacific

Reports from the authorities administering eight trust territories were before the twenty-sixth session of the Trusteeship Council which opened on April 14. The reports on two of the territories—the Pacific Islands and Nauru—and the Council's recommendations on them are summarized below.

United States Stewardship of Micronesia

OVERALL progress being achieved in the Pacific Islands Trust Territory has been commended by the Trusteeship Council after a review of the annual report submitted by the United States on its stewardship in the islands. Completing its survey of current conditions in what has sometimes been described as "a unique trust territory," the Council, on May 13, commended the administering authority for its work in all fields during the past year.

The Council also expressed appreciation of the difficulties involved in the administration and development of a territory of limited resources which is composed of widely separated and linguistically diverse islands. In its conclusions and recommendations on other phases of development (*see page 47 for details*), the Council was concerned over the territory's financial position, noting that nearly four-fifths of the yearly budget is covered by the administering authority.

The report on the Pacific Islands was one of eight such annual reports on trust territories which the Council was scheduled to review during its twenty-sixth session, which opened at United Nations Headquarters on April 14. The session is expected to continue until June 30.

Scattered over an ocean area of some three million square miles—roughly comparable to the area of the continent of Australia—the Trust Territory of the Pa-

cific Islands covers a land area of only 687 square miles. As a political entity it comprises ninety-six island units, or some 2,141 individual islands. The territory is divided into three main groups, the Marshalls, the Marianas and the Carolines.

The largest island measures no more than 153 square miles; the smallest is a few hundred yards wide. The indigenous population in 1959 was about 73,000, three-fifths of whom live on the islands of Truk, Yap, Ponape, Palau and Majuro. From Truk, roughly the centre of the region, Palau lies 1,045 miles due west, and Majuro lies 1,160 miles eastward.

The Micronesians, or "little islanders" as they are sometimes called, have passed through many vicissitudes since Ferdinand Magellan sailed his galleons into the Marianas more than four hundred years ago. In turn they have been governed by Spain, Germany, Japan and, finally, the United States. In only very recent times have the Micronesians had an opportunity of studying and acquiring the difficult art of self-government according to modern standards.

On April 27, 1947, the Security Council approved a draft trusteeship agreement submitted by the United States for this former Japanese-mandated territory. The agreement designated the islands as "a strategic area," and the United States as the administering authority. Under Article 83 of the Charter all functions of the

United Nations relating to such strategic areas, including the approval of the terms of the trusteeship agreement, are exercised by the Security Council. Annual reports on the territory are, however, examined by the Trusteeship Council.

The latest of such reports, covering developments in 1959, was taken up by the Council on April 25.

Administration's Goal

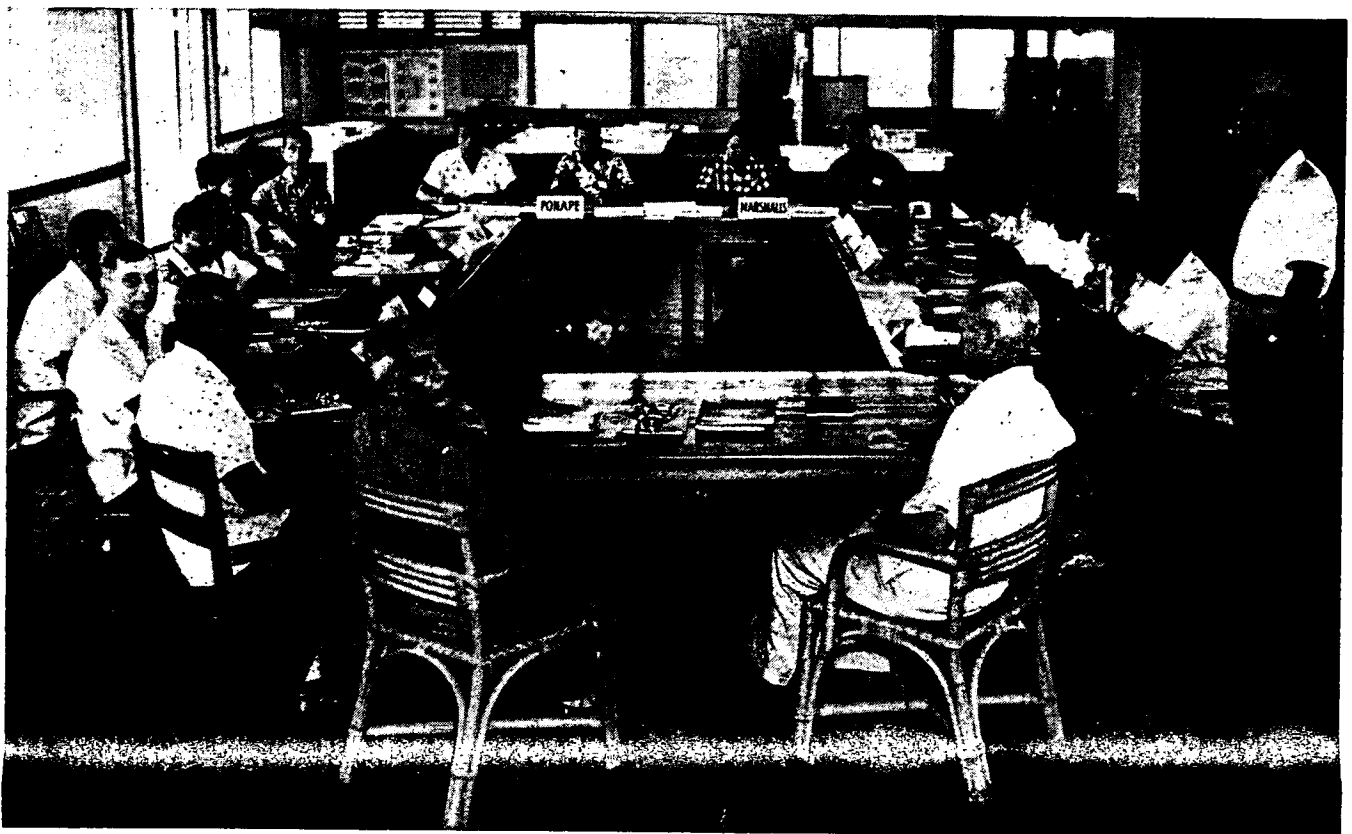
Introducing the report, Delmas H. Nucker, High Commissioner of the Trust Territory and special representative of the administering authority, emphasized that his Government had continued to support the concept of intermediate targets and dates in all fields of development. He said the goal of the administration's program was to replace American staff with trained and qualified Micronesians; and it had continued to press forward with this plan during the past year. A noteworthy event had occurred in this respect last October. In five of the territory's seven districts Micronesian radio operators had taken over management of the district radio stations from their American counterparts.

A special school for these station managers had been set up to provide them with further training. Similarly, Mr. Nucker noted that posts formerly held by two American teachers at the Pacific Islands Central School had been assumed by qualified Micronesians, and the training of indigenous staff to take over all the posts at that school by 1965 was proceeding satisfactorily. As

far as the administration staff was concerned, two new posts had been established in which Micronesians would receive the training necessary to qualify them for service as assistant district administrators by 1964. In addition, a Micronesian, the first to do so, had served as acting district administrator and had shown himself to be thoroughly competent. An intensive training project covering a broad range of activities had been undertaken, and by July 1, 1960, twelve Micronesians would have taken part in it. The indigenous employees had now acquired the requisite basic training and needed only specialized training. Ten special courses offering training in various subjects had been conducted during the past year, and a permanent school for dental hygienists had been established in the Marshall Islands. The Title and Pay Plan was to be improved in two important respects: on July 1, 1960, a longevity wage schedule and a special wage schedule for senior Micronesian employees were to be adopted.

Economic Progress

In recounting other developments during the year under review, the special representative emphasized that steady economic progress was being made in the territory. There had been an appreciable increase in copra production as a result of improved transport services and an increase in the prices paid to the producers. Income from copra might well reach \$1.5 million in 1960, which would be the highest level thus far



A meeting of Micronesian leaders in the Guam Headquarters of the Pacific Islands Trust Territory. Representing seven districts, the group acts as an advisory committee to the High Commissioner.

attained. Although trochus shell production had increased slightly over 1958, reduced market activity had had an unfavorable effect on revenue from that source. Income from fish exports, on the other hand, had increased steadily, and a number of cooperatives had been established. Fish exports had brought in more than \$19,000 and were expected to double before the end of 1960. The cacao (a basis for cocoa) subsidy program was developing more rapidly than had been anticipated.

At the district level the indigenous inhabitants continued to show a keen interest in economic development. Several districts had established economic development boards or committees. In addition, preliminary discussions had taken place at Washington con-

out in a highly satisfactory manner and in some cases was advancing even more rapidly than had been expected. The progress demonstrated the industry and spirit of cooperation of the inhabitants of the devastated areas, who were showing great fortitude. Special attention had also been given to the provision of additional training for Micronesian agricultural extension agents: a special cacao training course had been held during the year, and training courses in copra processing and animal husbandry had been organized on a territory-wide scale at Ponape. The insect eradication program was continuing.

The fisheries development program was to encourage small-scale local enterprises and expand the Koror pilot fishing project, which had already enabled the local fishermen to increase their catch considerably. That experiment had demonstrated conclusively that the indigenous inhabitants were able to conduct successful commercial fishing operations involving the freezing or canning of fish for export. A major problem was the procurement of bait; research on that subject was continuing. If the present favorable situation continued, the next step would be to formulate preliminary plans for the establishment of a small pilot canning factory.



The Pacific Islands Central School at Ponape has the largest enrollment in its history. This is a class in tropical agriculture taking notes while on a field trip with its instructor.

cerning a comprehensive economic survey to be carried out in accordance with the recommendations of the 1959 visiting mission and of the Council itself.

Transportation in Micronesia has always been a paramount problem for the administration. In past years the Council, in its recommendations, has expressed the hope that the administration authority will continue to improve transportation services between the islands.

Mr. Nucker assured members that considerable improvement had taken place during the past year in transportation facilities. A new motor vessel had been purchased for the Territory and will be delivered to the Territory in the near future. The vessel will be used to transport mail and passengers between the islands and to transport cargo from one vessel to another vessel.

In agriculture, major emphasis had been placed on the rehabilitation of coconut groves devastated by typhoons in 1957-58. The program was being carried

Health Problems

The health of Micronesians continues to receive the administration's closest attention, a major problem still being tuberculosis. Mr. Nucker said that the goal of handing over district public health activities to qualified Micronesian medical officers had been achieved in all districts except Saipan. Assistance to enable medical officers to take specialized training was being provided by various sources. One medical officer had just concluded a year's training at the University of California and another was now studying on a WHO fellowship at the University of the Philippines, where two students from the territory would shortly be receiving pre-medical training. Ten medical students from the territory were enrolled by the Suva School in Fiji. The dental care program had been intensified by the opening of a permanent school for dental hygienists, and the position of territory director of dental services would shortly be given to a Micronesian dental officer.

Major attention continued to be focused on tuberculosis: tuberculosis-control activities, which included a program of BCG vaccination, were being conducted district by district. Lastly, the construction of new hospitals had been started in several districts where they were most sorely needed.

Education

The annual report for the year ending 1958 shows that approximately \$1,250,000 was spent on educational programs in the territory, or more than \$250,000 more than in 1958.

The administering authority's aim was to provide

training of permanent value to Micronesian youth, which would equip them to live better within the framework of their own society. In this connection Mr. Nucker disclosed that last October the Pacific Islands Central School opened its new building at Ponape to the largest registered student body in its history. With the physical facilities of a modern high school and with an enlarged faculty, the school would be able to carry out its new curriculum, which placed suitable stress on the vocational arts and agriculture, as well as on general education.

A more unified elementary school curriculum had been developed which should substantially improve the level of the elementary schools. Work on the revision of the intermediate school curriculum had also been started. Better training was being provided for elementary school teachers through summer sessions, teacher institutes, model schools and field programs.

The school population continued to grow, and there were at present some 14,000 pupils in the public and private schools of the territory. If educational needs were to be met, it was essential that municipal councils, district congresses, local school boards and the administration should work in close cooperation.

Through grants from the administration, eleven new schools had or were being built, Mr. Nucker continued. In advanced education, scholarships for study abroad were now concentrating more upon the industrial arts—one scholarship per district—and agriculture—three scholarships per district. The remaining seven scholarships awarded to each district in 1960 had been in general education. Moreover, eight scholarship students were now studying for a full degree in various fields, and additional grants in that category were planned.

Through grants made by the United Nations and the specialized agencies, four Micronesians were studying abroad: a young doctor had gone to the Philippines under the auspices of WHO; the holder of a UNESCO scholarship was attending a radio broadcasting course in New Zealand and in Western Samoa; a United Nations fellow was studying community development in the Philippines; and another United Nations fellow had gone to Hawaii to study social defence. In 1959 four Micronesians and two staff advisers had attended the fourth South Pacific Commission Conference at Rabaul.

In addition to the completion of the Pacific Islands Central School at Ponape, work had been started on the construction of a new dock and harbor facilities at Truk, which would take several years to finish. Construction was also proceeding on hospitals, new intermediate schools in the Marshall Islands and the Truk District, a new administration building in Yap, and warehouses, refrigeration plants, administration buildings and roads throughout the territory.

Displaced Population

In 1954 the people of Rongelap, a small island in the Marshall group, were temporarily displaced because

of radioactive fallout from nuclear bomb tests in the Pacific proving grounds. These islanders were subsequently returned to their homes, and during the past three years the administering authority has been giving special attention to the Rongelap rehabilitation program. The annual report indicates that the scientific groups who have been studying the people of Rongelap and the atoll have agreed that visits by scientific research units no longer are needed so frequently and that there will be no visit to Rongelap in 1960.

Commenting further on the question, Mr. Nucker told the Council that in order to make the Rongelapese self-supporting as quickly as possible, the administration was carrying out a broad rehabilitation program of the coconut groves. As a result of the increased copra pro-



The Central School, which opened a new building last year, stresses vocational arts as well as agriculture and general education. These are interested members of a chemistry class.

duction, the island had found itself with a certain amount of surplus income at the end of February 1960. The population, which had increased to 250 as against 82 in 1954, was steadily returning to a normal life on the atoll. A large-scale medical survey had not been considered necessary for 1960, but a team composed of trust territory medical staff and two specialists from the Atomic Energy Commission had visited the island last March and had conducted a routine medical check. The results had indicated that no after-effects from the fallout were discernible and that the people's health was satisfactory.

Political Development

In local government, Mr. Nucker said that the administration continued to stress development and growth

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Trust Territories

(Continued from page 23)

at all levels, believing that political development at the district and inter-district level should be coordinated with development on the municipal level if "a firm political foundation for the territory is to result." Thus the district congresses were expanding their activities and taking on additional local responsibilities. These bodies now made appropriations for such things as road repairs, scholarships, community recreation fields and public health activities.

The fourth annual meeting of the Inter-District Advisory Committee to the High Commissioner took place last November. This body advanced still another step toward the eventual goal of converting the group into an elected Territorial Advisory Council. The Advisory Committee had voted to establish a hold-over sub-committee in social affairs. This sub-committee had been given the responsibility of studying the major social problems of the territory.

The establishment of the Inter-District Advisory Committee was noted by the 1959 visiting mission to the territory which regarded this measure as an important step forward. The mission, in its report, commented that "the establishment of the Inter-District Advisory Committee is a significant step toward the cohesive political development of the territory, but at the same time it wishes to point out that both the administration and responsible Micronesian leaders are fully aware of the considerable obstacles that must still be overcome before a truly representative territory-wide organ of self-government can be created."

Mr. Nucker also informed the Trusteeship Council that twenty municipalities, or double the target number, had been chartered in 1959. In accordance with the past recommendations of the Council, the administering authority had given attention to the standardization of the voting age. The Palau Congress was at present considering reducing the voting age in that district. Work was proceeding on the drafting of an Organic Act for the territory; while it would not be ready for 1960 as had been announced, an act which would reflect the needs of the Micronesians would be submitted in due course to the United States Congress.

Marshallese Petitioners

During its consideration of the report on the Pacific Islands the Council heard statements by two petition-

ers from the territory who had been granted hearings. The petitioners, both from atolls in the Marshall Islands, charged that land had been taken away from the people and compensation had not been paid by the United States. They stated that the inhabitants wished to receive an annual rental for the land, not payment for "indefinite use." The aid of the United Nations was requested by the petitioners.

Jalle Bolkain told the Council that he was the magistrate of Kwajalein Atoll where he kept a small shop. He spoke not only for the people of his own atoll, he said, but for the Marshallese as a whole. They had long wanted to send petitioners to explain their situation to the Council, but it had been difficult: his people were very poor, and he had to go "to many places" to find the money for his journey.

The islanders' case was simple, Mr. Bolkain said. Their living standard had gone down under United States administration. Sixteen years ago their land had been taken away from them, and compensation was offered them thirteen years later. Their islands had been turned into atomic testing grounds; the people had suffered radiation sickness, burns and other damages and had not been paid one cent. Their ancient ways were being destroyed; they feared for their future. Their land was sacred, for they possessed nothing else.

The petitioner held that if the United States wished to use the islanders' land it should pay annual rent and not seek to acquire it for an indefinite period. He understood that in the case of some land on Okinawa—also acquired for an indefinite period—the people had obtained justice because they had had Japan to speak for them. His people wanted to be treated with similar justice.

Mr. Bolkain contended that the islanders had no independent court to which they could go. The only court open to them belonged to the Department of the Interior, and that had refused to hear their counsel. They had been asked if the army could use one of their islands for a few months for a test. They had agreed, but had asked payment of a rent to be determined in consultation with their counsel. Because of that request the administration had, he said, filed a suit against them in the Territorial Court to secure permanent confiscation of the land. On being brought into court under a law they did not understand, the islanders had been unable to defend themselves because there were no lawyers in the islands who could help them.

With regard to compensation al-

ready offered them for the land, the petitioner stated that the Marshallese had refused this not only because the sum seemed to them much too small, but also because they would accept compensation only in the form of rental payments. They had asked for the amount of the rent to be decided by a neutral person or nation. But the High Commissioner had not accepted that suggestion.

The islanders had been deprived of their land, for it was impossible to grow food on concrete runways, said Mr. Bolkain. Their best fishing grounds had also been destroyed. If the United States Congress was not interested in the fate of the Marshall Islanders because the islands were not part of the United States, then trusteeship should be given up; the people should be returned to their former freedom rather than continue under conditions they did not like.

The Marshallese, most of whom could read and write one or more languages, felt they could govern themselves just as well as the peoples of Africa and Asia who were now gaining their independence. They appealed to the Trusteeship Council to investigate their case and come to the islands in order to see their destitution.

Endorsing these views, the second petitioner, Amata Kabua, of Majuro Atoll, said that after thirteen years they had been offered money by the High Commissioner for the unlimited use of their land; but they had refused this offer as they considered it was unfair. After three more years of waiting they had, he said, received the same offer which they had found unacceptable.

Mr. Kabua, who introduced himself as President of the Marshall Islands Congress and also President of the Marshall Islands Import-Export Company, said his people were asking for the same treatment which the United States Government had, for example, given to the people of the Ryuku Islands; the latter had received a rent for the use of their land by the United States. He submitted that under the existing offer of the administering authority the proposed payment for the land would enable those concerned to live for three months only. Having lost their lands and their rights, they would be a burden on the other Marshallese and on the United States and a problem for the United Nations.

Council's Questions

The Council, which devoted three meetings to hearing the petitioners' case, considered the legal aspects of the expropriation of land in the terri-

tory. Detailed statements were made by the representatives of the administering authority who cited the provisions of the pertinent articles under the trusteeship agreement for the territory. Members also questioned the petitioners on their claims as well as on current conditions in the territory. Questioned by M. Rasgotra, of India, about the inquiry for which the petitioners had asked, Mr. Kabua explained that the islanders would like an investigation to be carried out before the arrival of the next visiting mission, and possibly while their representatives were able to go into the details of the issue with the Council.

On the question of what annual compensation for their land the petitioners had in mind, Mr. Kabua emphasized that they wanted an annual payment of rent. The amount might be based on an evaluation of the land, taking into account the number of coconut trees and their yearly production.

Seven Points

Questioned about political developments in the territory, Mr. Kabua told the Council that he considered there were seven steps which the administering authority might take in order to expedite the attainment of self-government. The district congresses should be given powers to legislate on purely local questions; a United States legislative adviser should be appointed to advise the congresses on technical and general procedures, as well as on political developments as opposed to policy; transport and communications in the islands should be improved; the congresses should be allowed to use the revenue from copra-processing and cigarette taxes and should also be given more responsibility; more scholarships should be awarded; more funds should be made available for developing local industries. Finally, the petitioner said that the High Commissioner's headquarters, at present located on the island of Guam, should be moved to a site inside the trust territory itself. On the latter question the petitioner asserted that if the administrative headquarters were in the territory the people would feel more closely associated with the High Commissioner and with the administering authority. It was also awkward and expensive for goods from the United States to be shipped first to Guam before actually reaching islands in the territory.

Council's Resolution

In replying to the various points raised by the petitioners, the special representative indicated that the ad-

ministration would be willing to consider the payment of annual rentals for the land in question in the Marshalls. With regard to legal aspects of the matter (*see also page 47*), Mr. Nucker pointed out that the Marshallese should first go to a court in the territory; there was a high court there, and the chief justice of the territory could act with complete independence.

Mr. Nucker also stressed his anxiety to settle the whole problem on an equitable basis. He had never kept from the Micronesians his views on any subject which might be of interest to them.

After further discussion the Council referred the question to its Standing Committee on Petitions. Subsequently, a recommendation made by the Committee was unanimously endorsed by the Council. In this the Council urged the United States, as the administering authority, to explore with the petitioners "all possible means" of reaching a negotiated settlement of the outstanding land claims of the Marshallese. The Council recommended that the administering authority should consider making an initial lump sum payment, on a provisional basis, pending a final settlement of the matter. The administering authority was asked to inform the Council at its next session on the outcome of its negotiations for settling the petitioners' claims.

General Debate

In the course of the Council's general debate, a majority of representatives commended the continued progress made in the territory during the year under review. The general consensus was that, despite the many problems of administering the Pacific Islands—such as its vast area, tiny population and meagre resources—the pace of advancement was now quickening.

Several speakers welcomed the administering authority's intensified efforts to educate the islanders in the concepts of self-government, as indicated by the chartering of more municipalities, the broader powers of the district congresses and the expanded training program for administrative posts. The efforts of the administration toward achieving greater self-sufficiency, thereby reducing the territory's extreme economic dependency, also evoked commendatory comments.

In general, members endorsed the administration's policy of carefully measured evolution in the islands. Thus Robert B. Miller, of New Zealand, observed that there had been no attempt to force the pace of adaptation or capricious substitution of Western institutions for traditional is-

land practices; yet the measures adopted had combined to bring about a genuine political evolution.

Mr. Miller thought the long-term problem was that of achieving self-sufficiency. It could be expected that the population of the islands might double within the next twenty or thirty years. This increase, which bore witness to the administration's public health policies, would make it more difficult to reach the goal of self-sufficiency.

The New Zealand representative compared the problems encountered in education with those in the public health sphere. They, too, were a result of the territory's geography. For instance, elementary textbooks had to be published in nine different languages, in addition to English. As half the Micronesian population was composed of persons under twenty, the age group most receptive to new influences, the role of education and training was a very essential one.

Key to Progress

Almost every speaker underlined the importance of placing greater emphasis on secondary education in the territory. The development of such education was the key to progress, contended G. K. Caston, of the United Kingdom. He hoped that the building program for intermediate schools would help to narrow the existing gap between enrolment in primary schools, on the one hand, and in secondary schools, on the other. Mr. Caston commented favorably on the "atmosphere of freedom" in which the islanders lived—a situation which they had not always enjoyed in the past.

U Thant, of Burma, was also impressed with the administration's attitude toward human rights and fundamental freedoms. There had been no occasion to question such matters as freedom of religion, assembly, petition and the press. He thought the territory served as a model for all other trust areas in that respect.

In the social sphere the Burmese representative recalled his delegation's previous comments on the fact that the Pacific Islands were the sole trust territory where medical care was not provided free. While recognizing that the social policies of the administering powers were reflected generally in the trust territories, he felt that, as the medical and dental fees charged were only a fraction of the administration's total expenditure on public health and related activities, they should be abolished altogether.

Another disturbing feature noted by U Thant was the reference in the report to the decrease in the territory's

population, as a result of war and disease, since the advent of Westerners. He regarded this as a lesson to be heeded by all the great powers.

While commending many features of the administration's efforts in the territory, Dr. Najmuddine Rifai, of the United Arab Republic, considered that political progress was "undoubtedly slow." He felt that it would not be premature, after fifteen years of trusteeship, to entrust legislative responsibilities to the district congresses. He did not agree with the High Commissioner that the people could not draw up laws so long as others had to bear the costs which their decisions involved. The territory obviously would continue to need financial aid for a long time to come; but if it had to wait until it was in a position to assume full responsibility for its finances it certainly would not be granted legislative power for a long time.

Dr. Rifai considered that the transfer of the administrative headquarters to a site within the territory would strengthen the bonds uniting the Micronesians. He hoped the necessary steps to that end would be taken without delay.

"Strategic Considerations"

A critical view of the situation in the territory was taken by Valentin Oberemko, of the USSR, who held that everything indicated that the administering authority's policy was still "inspired by strategic considerations." The administration was split between the Navy and the Department of the Interior, while the administrative headquarters was in Guam, outside the territory. Military treaties had been concluded between the United States and various Asian countries. Moreover, he noted that the administering authority, in violation of the Charter and of the trusteeship agreement, had transformed certain parts of the territory into military proving grounds and had conducted nuclear tests in the area.

Radiation Hazards

Admittedly, there had been no explosions during the year under review. But the effects of the previous explosions were still felt, the USSR representative continued. The islanders had been unable to recover from the physical and spiritual damage done to them. Even United States medical and scientific experts believed it probable that radiation would have long-term effects on the health of the people, as well as genetic consequences. There was every reason to believe that some deaths could be attributed

to radiation. For these reasons, Mr. Oberemko said his delegation found it hard to accept the reassuring statements issued by the administering authority.

The USSR representative was also critical of the economic and social situation in the territory. He noted that the basis of the economy continued to be subsistence agriculture and fishing. The latest report showed that progress in those fields was far from satisfactory. The only large source of cash income continued to be production and sale of copra. But less copra was being produced than in the prewar years. No Micronesian took part in the sale of copra, and only one Micronesian was a member of the Copra Stabilization Board. Despite the land shortage, the administering authority still held sixty per cent of land in the islands and had done nothing to implement the Council's previous recommendations for prompt action on land and war damage claims.

Other points stressed by Mr. Oberemko concerned the lack of a social security system and of free medical care. The clans still had to bear the cost of social welfare. Most of the schools were in a poor condition. There was only one secondary school, with 119 pupils, while 145 young students had to go to Guam to study. He urged the administering authority to provide large sums for social security, to build schools and hospitals and generally to improve the health and education of the Micronesians.

Special Representative's Summation

In a closing statement to the Council the special representative replied

to various comments made during the debate. He noted there was a general consensus that satisfactory progress continued to be made in the educational and health spheres. The administering authority shared the concern expressed by several members that more emphasis should be placed on increasing opportunities for secondary education. The present program was designed to meet such a growing need. New and enlarged intermediate schools were under way or planned for all districts.

On the question of target dates for the attainment of self-government, Mr. Nucker said that, convinced as it was that the territory could not achieve self-government or independence until it became more economically self-sufficient, the administering authority was earnestly endeavoring to build up the economy. The proposed economic survey could be expected to explore thoroughly such possibilities as promoting the export of pineapple, fish and other products, as suggested by members of the Council. Meanwhile, economic progress was being made. Continuing attention was being given, among other things, to the production of copra, which, despite the setback suffered as a result of the typhoons of 1957 and 1958, was expected to advance beyond prewar levels. Steps had been taken to improve water transport facilities, a key element in the development of the economy.

Some Years to Go

Even if political development could be divorced from economic development, Mr. Nucker held that it would be some years yet before the territory



Benjamin Gerig, United States representative in the Council, and Delmas H. Nucker, special representative on the Pacific Islands.

was ready for self-government or independence, either of which was acceptable to his Government as a political goal. The United States believed that sound government required the existence of independent executive, legislative and judicial branches. In an area like the trust territory, it was logical to place initial emphasis on development of the legislative branch so that the executive branch would have a means of ascertaining the wishes of the people. Notable progress had already been made in the establishment of district congresses and of the forerunner of a territorial council.

The congresses could not, however, be given absolute legislative powers. There were, he explained, two main reasons for this: firstly, the hereditary chiefs in some of the traditional island societies might make use of such powers to preserve their preferred status and block democratic changes; secondly, a legislative body would tend to destroy the checks and balances essential to a three-branch government if it were given complete authority before the executive and judicial branches had been developed sufficiently.

Notable progress had been made in the development of the executive branch: Micronesians were now serving at almost all levels of district government. With regard to the judicial branch, Mr. Nucker was disturbed at the assertion of the petitioners that they lack confidence in the trust territory High Court. The latter consisted of an American chief justice and associate justice, in whose impartiality he had complete faith. Regular judicial conferences were held in the territory for the purpose of improving court procedure, and there were special training courses for public defenders and trial assistants. It was hoped to develop all three branches of the territorial government as rapidly as possible to the point where they could operate effectively as a Micronesian Government.

Replying to another point made during the discussion, the special representative asserted that the legal basis and procedure for the condemnation of land for public purposes were laid down in a trust territory law. Since it had been possible until recently to reach mutually acceptable settlements with landowners, there had been no provision for legal procedures in the absence of agreement; when it had become necessary, however, that gap had been filled by the promulgation of a condemnation statute.

Land Claims

Assuring the Council that the administration would carefully examine

the statements of the petitioners, Mr. Nucker said he found it difficult to believe the assertion that some of the Marshallese were living in poverty, particularly as he had visited the island in question only two months earlier. With regard to the rental payments for expropriated land which the petitioners had proposed, it was the administration's position that any such payments must be based on the true value of the land at the time of acquisition, plus normal interest, rather than on a supposed schedule of copra production which in fact could not be found anywhere in the trust territory. The payment of a lump sum which the recipient could invest in a profitable manner

was, in any event, a far more realistic approach to the problem.

Finally, Mr. Nucker told the Council that the administration would distribute the statements of member delegations throughout the trust territory. Micronesians and Americans alike showed a lively interest in the Council's deliberations, and he wished to enable them to judge for themselves the views expressed in the Council on progress made in the territory.

The Council then appointed a four-member drafting committee, composed of Bolivia, Burma, New Zealand and the United Kingdom, to formulate its conclusions and recommendations on conditions in the territory (*see below*).

Council's Conclusions and Recommendations

IN its conclusions and recommendations on political advancement in the Trust Territory of the Pacific Islands, the Trusteeship Council noted "with satisfaction" that the chartering of municipalities during the past year represented double the target set by the administering authority in 1959. At the same time the Council hoped that the present pace could be maintained in the coming year. The Council also noted the satisfactory progress made by the district congresses. Considering that these organs constituted a firm base for the eventual development of a territorial government, the Council hoped that their powers of legislation would be broadened and that powers of legislation would be conferred on those congresses which at the moment did not have such powers.

The Council shared the administration's hope that an elected territorial body might be established in about five years, and considered that the present inter-district advisory committee to the High Commissioner was an important step in this direction. It welcomed the establishment of a hold-over committee to consult on social affairs as a further step toward this end and hoped that in the coming year similar committees would be set up to deal with political and economic matters and would be consulted on matters affecting the territory.

Site of Headquarters

On the much-debated question of moving the administrative headquarters for the territory from Guam to a site within the territory itself, the Council noted the different views expressed on the issue in different areas of the territory. The Council concluded that the removal of the head-

quarters to a site inside the territory and unification of the administration under a single civilian authority would stimulate greater political cohesion. It added that such steps will be in accordance with the wishes and interests of the people concerned. The Council repeated its hope that the authority would keep these matters under close review.

The Council also hoped that in Palau District a voting age of eighteen, in conformity with the rest of the territory, would soon be established and that the authority would take urgent steps to accelerate the training of Micronesian administrators so that American staff may be progressively replaced.

Economic Survey

Noting the administering authority's plans for a comprehensive survey of the territory's economic potentialities, the Council hoped the survey would be submitted as soon as possible and that in its preparation the administering authority will draw upon the best experience available, including, where appropriate, the specialized agencies of the United Nations and other international bodies.

The Council urged the administering authority to continue its policy of introducing new crops into the territory and of developing its available resources with a view to attaining a measure of economic self-sufficiency as soon as possible.

With regard to the financial situation, the Council, while appreciating the substantial contributions made by the administering authority to cover the budget deficit in the territory, expressed concern that nearly four-fifths of the budget had to be covered by the authority. The Council asked the

administering authority to bear in mind the need to allocate funds for projects likely to lessen this dependence on external assistance.

On the question of war damage claims of Micronesians against the Government of Japan, the Council expressed concern that no settlement of such claims has yet been reached. It reiterated its earlier recommendations calling for a prompt decision on these questions.

Industrial Possibilities

The Council commended the administering authority for the rapid progress made in its initial efforts to establish a fishing industry and for advancing its timetable for the establishment of a canning plant. It hoped that similar industries will be established in districts other than Palau and that urgent consideration will be given to the establishment of industries based on copra, pineapple canning and the processing of other local products. It suggested that the administering authority should place

due emphasis on training Micronesians in techniques for utilizing modern equipment and in the management of local industries. It also emphasized the importance of fostering the establishment of cooperatives.

The Council welcomed the recent establishment of banking facilities in the territory and hoped that the authority would bear in mind the need to train Micronesians in their management. The Council noted with satisfaction the excellent results achieved to date in the coconut rehabilitation scheme and the increase of copra production during the past year.

Social Progress

In the social field the Council noted "with satisfaction" the progress made in replacing American medical personnel by Micronesians. It hoped there would be a review of charges for medical and dental services, leading perhaps to the eventual abolition of all fees.

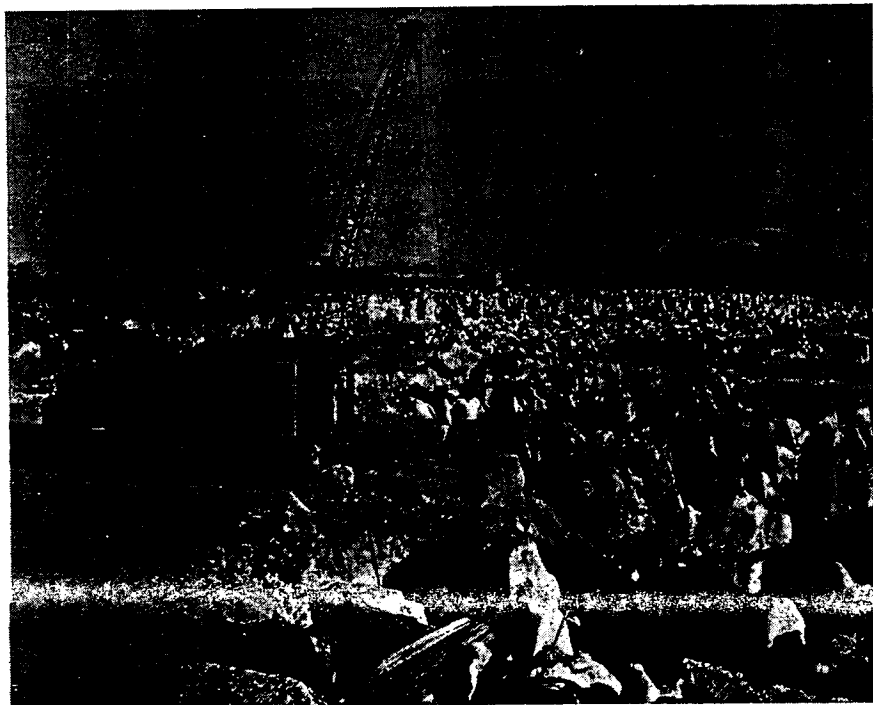
In the educational sphere the Council noted "with satisfaction" the prog-

ress made toward achievement of uniform standards and of a unified elementary school curriculum. It welcomed the transfer of the Pacific Islands Central School to new and expanded premises on Ponape, noted its improved curriculum but stressed at the same time vocational and agricultural training. Considering that much of the territory's future progress depends on the development of secondary education, the Council recommended that the administering authority should intensify its efforts to reduce the gap between primary and secondary school enrolments and, to this end, should continue to press forward with its secondary schools building program.

Finally, in its recommendations for progress toward the attainment of the Charter's objective of self-government or independence, the Council noted the consistent progress reported by the administering authority in the achievement of intermediate targets and dates in political and other fields. It hoped that no effort will be spared to enact legislation which fully reflects the needs and interests of the islanders.

NAURU—

the Island Whose Life is Linked to Phosphates



Pinnacles of coral, like miniature mountain peaks, remain in Nauru after the phosphate has been removed by mechanical excavators.

WITH a land area of less than ten square miles, the tiny coral peak of Nauru in the Pacific is the smallest of the United Nations trust territories. The main support of the 3,000 islanders is provided by the phosphate deposits.

The industry based on these deposits is one of the largest of its kind in the world. More than a million tons of phosphates are extracted annually by the British Phosphate Commissioners, a board which includes one commissioner appointed by each of the three partner Governments of Australia, New Zealand and the United Kingdom. Actual administration of the trust territory is exercised on behalf of the three Governments by Australia.

However, rich as the deposits are at the moment, it is expected that they will be worked out in about forty years' time; and the problem of the islanders' future, once the mining is terminated, has in recent years been a matter of concern to the Nauruans, the administering authority and the