



TRUSTEESHIP COUNCIL

Thirty-first Session

OFFICIAL RECORDS

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at 3 p.m.

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President: Mr. F. H. CORNER (New Zealand).

Present:

The representatives of the following States: Australia, China, France, Liberia, New Zealand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representatives of the following specialized agencies: Food and Agriculture Organization of the United Nations; United Nations Educational, Scientific and Cultural Organization; World Health Organization.

Examination of conditions in the Trust Territory of the Pacific Islands (continued):

- (i) Annual report of the Administering Authority for the year ended 30 June 1963 (T/1624, T/L.1073);
- (ii) Examination of petitions (T/PET.10/L.5, T/PET.10/L.6, T/PET.10/L.7 and Add.1);
- (iii) Report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964 (T/1620)

[Agenda items 4 (b), 5 and 6]

At the invitation of the President, Mr. Goding, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, took a place at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE REPRESENTATIVE AND THE SPECIAL REPRESENTATIVE OF THE ADMINISTERING AUTHORITY (continued)

1. Mr. SHAKHOV (Union of Soviet Socialist Republics) noted that the Administering Authority had

stated in its annual report^{1/} that steps had been taken to establish a congress of Micronesia. He asked when the electoral legislation relating to the congress would be promulgated.

2. Mr. GODING (Special Representative) replied that the matter was still before the executive departments and that no date had been fixed; he was confident, however, that it would be fixed within a very short time.

3. Mr. YATES (United States of America) added that the executive order was now under consideration by several departments of the executive branch. The suggestions and criticisms made by the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1964, were being studied and would be given the greatest attention.

4. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked who would approve the bill; would it be the United States Congress, or a legislative body of the Territory?

5. Mr. GODING (Special Representative) replied that the order would presumably not be confirmed by the United States Congress, and there would be no confirmation other than its promulgation. It would be issued under the authority of the President of the United States, either by the President as an executive order or by the Secretary of the Interior, acting as his responsible, delegated official under a line of delegated authority.

6. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked when the bill would be submitted to the President of the United States, and whether indigenous representatives would participate in the work of the commission or committee which would submit the bill to the President.

7. Mr. GODING (Special Representative) explained that it was incorrect to use the term "bill" in the present instance, since that term applied to a measure that was before the Congress of the United States. The establishment of a legislative council or congress in Micronesia would be done by executive authority and there would be no further Commission or other body to confirm the order. The President or the Secretary of the Interior would have before him the recommendations of the present Council of Micronesia.

8. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether there would be a single document or two separate texts—one relating to the elections and the other containing the constitution of Micronesia—and whether, in the latter case, the constitution would be approved by the congress of Micronesia or by the President of the United States.

^{1/} United States of America, 16th Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1962 to June 30, 1963, Department of State Publication 7676 (Washington, U.S. Government Printing Office, 1964). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1624).

9. Mr. GODING (Special Representative) replied that the executive order would have a constitutional effect and would not deal with the electoral provisions in detail. It would prescribe the number of representatives from each of the districts. The order, or the constitution, would be approved by the President of the United States or his delegated agent, the Secretary of the Interior.

10. Mr. SHAKHOV (Union of Soviet Socialist Republics) noted that the constitution drafted for the indigenous people of Micronesia would not, therefore, be submitted for approval to the future congress of Micronesia.

11. Mr. GODING (Special Representative) remarked that the members who would be elected to the congress could be presumed to have been participants in the acceptance of the order by standing for election and participating in the electoral process which, in the final analysis, would create the legislature.

12. Mr. YATES (United States of America) recalled that the members of the Council of Micronesia had already been consulted and that their suggestions had been forwarded to the executive branch.

13. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the members of the future congress of Micronesia would be able to make any amendments to the constitution when it was completed.

14. Mr. YATES (United States of America) replied that the document in question would certainly contain provisions relating to amendments.

15. Mr. SHAKHOV (Union of Soviet Socialist Republics) noted that the legislation to be prepared for the Territory would not be drafted in accordance with the wishes of the people, since it would not be submitted to the future congress of Micronesia for approval. The persons elected might not be ready to accept the recommendations of the old Council of Micronesia.

16. Mr. YATES (United States of America) felt that that conclusion was premature and that only when the order was issued would it be possible to say whether or not the wishes of the people had been taken into consideration. He believed that the order would take account of all the recommendations made by the Micronesian people.

17. Mr. SHAKHOV (Union of Soviet Socialist Republics) emphasized that when a new constitution was drafted the usual procedure was to submit it to the legislative assembly, which adopted or rejected it. The Micronesian constitution, however, would be approved by the President of the United States or the Secretary of the Interior, and the future legislature of the Territory would have no right to amend it.

18. Mr. YATES (United States of America) pointed out that the Visiting Mission had noted in its report (T/1620) that the people of Micronesia had been consulted about the form which the congress should take. It was necessary to await the promulgation of the executive order before drawing conclusions.

19. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the future legislative body of the Territory would have the right, once the final draft of the order had been prepared, to make any amendments to it.

20. Mr. YATES (United States of America) repeated that he could not answer the USSR representative until he had examined the final text.

21. The executive branch was now considering what provisions should be included in the plan of organization of the congress of Micronesia. It had before it a proposal based upon consultations with the Micronesians, and certain changes had been suggested by the Visiting Mission of the Trusteeship Council.

22. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether all the inhabitants of the Territory would have the right to vote in the elections and to be elected to the congress of Micronesia, and whether United States citizens would have the right to vote and be elected to the congress.

23. Mr. GODING (Special Representative) replied that, at the present time, the electoral laws of the Territory did not provide for voting by United States citizens or for their election to public office in the Territory; he was sure that those laws would not be changed.

24. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the elections would be by direct, secret ballot or whether the members of the future congress would be elected by an electoral college. He would also like to know for what date the elections were scheduled.

25. Mr. YATES (United States of America) stated that the plan for the organization of the congress and the election of its members was under consideration, and any reply to the question now would be mere speculation.

26. Mr. GODING (Special Representative) added that the general plan was to hold the elections in November of the current year.

27. Mr. SHAKHOV (Union of Soviet Socialist Republics) felt that it was high time for the Administering Authority, if not for the people themselves, to know what the electoral laws would be and how the elections would be held. He asked whether there would be any tax, educational, or other qualifications for voters and candidates for election to the congress.

28. Mr. GODING (Special Representative) replied that at present the only qualification for voting was a minimum age of eighteen; there were no special requirements, and the franchise was general.

29. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the legislative organ of the Territory or the congress of Micronesia would have the authority to pass laws without submitting them to the Administering Authority for approval.

30. Mr. GODING (Special Representative) replied that judging from established practice, there would almost certainly be a provision for the exercise of a veto. The question whether the legislative organ would be able to override such a veto was still under consideration.

31. Mr. YATES (United States of America) pointed out that the Constitution of the United States conferred upon the executive branch the power of veto over the legislative enactments of the United States Congress, so that the procedure was not unusual.

32. Mr. SHAKHOV (Union of Soviet Socialist Republics) stressed that the Council was dealing with a Trust Territory which was not part of the United States. It would be surprising if the executive branch

of the United States should have the power to veto a bill concerning a Trust Territory.

33. He inquired further whether the legislative organ or the congress of Micronesia would have the right to consider and decide matters relating to the defence or the foreign affairs of the Trust Territory.

34. Mr. YATES (United States of America) observed that although the executive branch was empowered to veto decisions of the legislature, the latter could override a veto by a two-thirds majority vote. Such a procedure might be adopted for the future congress of Micronesia. No reply could be given concerning the authority of the congress in matters of defence and foreign affairs because the order governing those questions had not yet been issued.

35. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the Administering Authority, i.e., the United States, or the Government of the Territory would exercise executive power after the election of the legislative organ or the congress of Micronesia.

36. Mr. YATES (United States of America) replied that that question was also under consideration and that the United States Government was studying the suggestions of the Visiting Mission.

37. Mr. SHAKHOV (Union of Soviet Socialist Republics) inquired whether a local government would be established. By local government, he meant a government created by the representatives of the indigenous population of the Territory and established by the congress of Micronesia.

38. Mr. YATES (United States of America) replied that the congress of Micronesia would constitute the kind of local government the Soviet representative presumably had in mind. The question of its powers in relation to the executive branch was at present under study.

39. Mr. SHAKHOV (Union of Soviet Socialist Republics) said that the legislative body and the government were not the same thing. To illustrate what he meant by "local government", he cited the example of Algeria, which had once been under colonial rule and had now established its own Government composed of Algerians. Would there be such a government in the Trust Territory of the Pacific Islands or would the executive power remain in the hands of the United States Administration as in the past?

40. Mr. YATES (United States of America) replied that it was impossible to say whether the proposed government would be comparable to the Algerian Government since its formation was now under consideration. "Local government", in American usage, might refer to a municipal government or a state government.

41. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked when a date would be fixed for the transfer of full powers to the legislative organ of the Territory and to the government established by that body.

42. Mr. YATES (United States of America) replied that his Government continued to adhere to the pledge that there would be a congress of Micronesia in 1965. However, it was impossible to give a definite date and the United States Government had not committed itself with respect to the date of the plebiscite or of the transfer of final sovereignty to the Territory.

43. Mr. SHAKHOV (Union of Soviet Socialist Republics) referred to page 156 of the Administering Authority's annual report and said he could not understand why the preamble of the charter of the Mariana Islands District Legislature, in disregard of the United Nations Charter, failed to mention the obligation incumbent upon the United States to promote the development of the Territory, not only towards self-government, but towards independence.

44. Mr. GODING (Special Representative) replied that it was the charter of one of the six district legislatures and that the terminology of the Trusteeship Agreement with respect to self-government and independence did not apply to any one district of the Trust Territory.

45. Mr. SHAKHOV (Union of Soviet Socialist Republics) pointed out that the preamble referred to the Trust Territory of the Pacific Islands and not merely to one of its districts. He asked whether the word "independence", which appeared in Article 76 of the United Nations Charter, had been omitted in the preamble inadvertently or intentionally.

46. Mr. YATES (United States of America) answered that his Government subscribed fully to the provisions of Article 76 of the United Nations Charter and considered itself bound by them. That had been made clear at the thirtieth session of the Trusteeship Council, to the Soviet representative's predecessor.

47. Mr. SHAKHOV (Union of Soviet Socialist Republics), referring to page 19 of the annual report of the Administering Authority, which listed fourteen senior civil service posts, asked whether any of those posts or various other offices mentioned in the report were held by indigenous inhabitants.

48. Mr. GODING (United States of America) replied that none of the offices listed or referred to by the USSR representative was at present occupied by an indigenous person.

49. In reply to further questions by the Soviet representative, the special representative said that all the sheriffs in the Territory were Micronesians; and that there was one Micronesian from each district on the Radio Board, the head of which was an American member of the Headquarters staff.

50. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the report of the mission which the late President Kennedy had sent to the Territory in 1963 could be made available to members of the Council.

51. Mr. GODING (Special Representative) replied that the report was an internal Administration document and would therefore not be released for publication.

52. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked the special representative whether he could at least inform the Council of the principal recommendations in that report.

53. Mr. YATES (United States of America) confirmed the special representative's statement that it was not possible to provide that information.

54. Mr. SHAKHOV (Union of Soviet Socialist Republics) said that he did not altogether approve of such a procedure. The report dealt with a Trust Territory and it was natural for the Council to want to know the general tenor of its recommendations.

55. He asked further what was the reaction of the Administering Authority to the Visiting Mission's recommendations on economic advancement.

56. Mr. GODING (Special Representative) thought they were very useful. That did not necessarily mean that they would all be approved or implemented, but the Mission's report would provide a basis for a careful evaluation of all the activities being carried out in the fields with which it dealt. There were a great many recommendations on economic matters and while the Administering Authority could not give them its blanket approval, it regarded them as on the whole very useful.

57. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked when the Territory would reach a level of development which would enable it to be self-sufficient.

58. Mr. GODING (Special Representative) considered that since demand was becoming increasingly sophisticated, the Territory would probably never be self-sufficient. It could certainly reduce imports of some commodities, such as canned fish. But it would be a long time before the area was self-sufficient in the sense that no imported products were needed; in fact, the general trend was in the opposite direction.

59. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the funds allocated by the Administering Authority to the Trust Territory were sufficient for its development.

60. Mr. GODING (Special Representative) replied in the affirmative. He expected that the increased funds for the following year would also be in balance with the proposed expenditures. It would be rash to predict expenditures more than two years in advance.

61. Mr. SHAKHOV (Union of Soviet Socialist Republics) wanted to know what percentage of the Territory's budget was used to meet the expenses of the United States administration.

62. Mr. GODING (Special Representative) said that he could not give an exact figure. He could calculate expenses for United States personnel but administrative expenses were not limited to that field.

63. Mr. SHAKHOV (Union of Soviet Socialist Republics) wished to know whether United States companies in the Territory were taxed by the United States or whether they were now taxed by the Territory itself.

64. Mr. GODING (Special Representative) replied that there had been no change in the system. In that connexion, he would merely say that the taxation system for United States citizens was the same as for United States civil servants, who paid their taxes to the Federal Government. That did not apply to United States citizens engaged in business activities in the area, who paid local taxes.

65. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked how many United States members and how many Micronesian members there were on the Copra Stabilization Board and whether the highest posts were held by United States citizens or Micronesians.

66. Mr. GODING (Special Representative) said that there were currently two Micronesian members of the Copra Stabilization Board and four United States members of the Headquarters staff.

67. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked how many United States firms selling copra were operating in the Territory and what were their profits.

68. Mr. GODING (Special Representative) replied that there were no firms of that kind in the Territory and that no United States firms derived any profits from the copra industry.

69. Mr. SHAKHOV (Union of Soviet Socialist Republics) pointed out that, according to page 50 of the annual report, the Copra Stabilization Board passed the copra on to a private American firm. He wished to know the name of that firm and what profits it derived from the sale of copra.

70. Mr. GODING (Special Representative) replied that the firm was the Atkins Coal Company of San Francisco. Properly speaking, it derived no profits from the sale of copra but merely acted as marketing agent. It knew the markets for that product throughout the world and was responsible for choosing the best market and for handling the sale.

71. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked how many specialists were working to clear the land of any mines and bombs still remaining there and when the work would be finished.

72. Mr. GODING (Special Representative) replied that Navy demolition teams were responsible for such work. One area in the Territory was considerably contaminated: it covered between 500 and 1,000 acres on the island of Saipan. The Administration was in the process of reappraising plans for clearing it. Elsewhere munitions were widely scattered and were found only when roads or airfields were being constructed.

73. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked what had been done, in the period under review, to compensate the inhabitants of the Territory for damage caused by the United States.

74. Mr. YATES (United States of America) stated that his country had fully compensated the inhabitants.

75. Mr. SHAKHOV (Union of Soviet Socialist Republics) referred to paragraph 97 of the report of the Visiting Mission (T/1620) and asked what was the Administering Authority's attitude towards the Mission's recommendations concerning the compensation of the inhabitants for war damage.

76. Mr. YATES (United States of America) noted that, according to paragraph 97 of the report, the United States Government objected to paying compensation to the inhabitants for damage caused by the Japanese and then recovering the sum from the Japanese Government. In any case, it had never been suggested in the Trusteeship Council that the United States itself should pay compensation for that damage.

77. Mr. SHAKHOV (Union of Soviet Socialist Republics) took note of the explanations just given.

78. He asked what area of the Territory was occupied by bases and other military installations.

79. Mr. GODING (Special Representative) replied that the area was very small; in fact, military installations were principally located in the Kwajalein area.

80. Mr. SHAKHOV (Union of Soviet Socialist Republics) referred to Article 82 of the Charter and asked whether the United States planned to withdraw

the whole Territory or part of it from the classification of "strategic area".

81. The PRESIDENT said that the entire Territory of the Pacific Islands had been designated as a strategic area.

82. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked what percentage of the adults in the Territory were illiterate.

83. Mr. GODING (Special Representative) said that he would have to give the figure later.

84. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked what measures had been taken to eliminate adult illiteracy in the Territory.

85. Mr. GODING (Special Representative) said that there was a continuing programme of adult education in the Territory. In addition, the Department of Education had a continuing literacy programme. In the age group from 15 to 24, it was estimated that 75 or 80 per cent were literate; in the age group from 25 to 44, the percentage of literates was estimated at 35 per cent. However, those figures related only to knowledge of the English language. A considerable number of inhabitants were literate in one of the indigenous languages. Probably the over-all literacy rate was as high as 85 per cent.

86. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked how many indigenous inhabitants had received higher education and, in particular, had studied medicine.

87. Mr. GODING (Special Representative) said that about 30 or 35 inhabitants had completed studies of college or university level. The Territory had thirty medical officers who had completed the training programme at the Central Medical School at Suva, which was at present a five-year course. The graduates of the Suva School were not, strictly speaking, doctors in medicine but they were well trained in basic medical disciplines.

88. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked why the Administering Authority did not use the scholarships offered through the United Nations for the people of the Territory.

89. Mr. GODING (Special Representative) said that the Administration had a large scholarship programme in the Territory and that, in certain fields, it was preferable for the indigenous inhabitants to be trained in United States educational establishments. However, in certain specialized fields the Administration did use the scholarships offered through the United Nations.

90. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked what was the attitude of the Administering Authority towards the Visiting Mission's recommendations concerning the establishment of a college in the Territory.

91. Mr. GODING (Special Representative) replied that the Visiting Mission's recommendations would certainly be considered. As he had indicated at the previous meeting, the Administration felt that the establishment of an educational institution which would bring young people together would contribute to the unification of the Territory. He was unable, however, to add anything as to what the result of the Administration's consideration might be.

92. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked whether the Administering Authority had considered introducing a system of free medical services in the Territory.

93. Mr. GODING (Special Representative) recalled that, as he had already indicated, every person in the Territory could obtain all the medical treatment he required, regardless of financial means. True, there was a system under which normal fees were paid by non-indigenous patients and very modest fees by indigenous patients, but only if they had the necessary financial means. The Administration had not yet contemplated any proposal to wipe out medical service charges.

94. Mr. SHAKHOV (Union of Soviet Socialist Republics) said he had read in the Press that the medicines reaching the Territory were frequently stale, but that they were nevertheless sold to the population. He wished to know whether the Administration was taking steps to remedy that situation.

95. Mr. GODING (Special Representative) acknowledged that in some cases over-age medicines had been supplied to the Territory, but he did not believe that they had been sold. He wished to stress that the Administration had greatly increased its medical budget and that the medical and pharmaceutical supplies were adequate and of a very high standard.

96. Mr. SHAKHOV (Union of Soviet Socialist Republics) noted that, according to the Administering Authority's annual report, a representative of the World Health Organization in the Far East was to have visited the Territory in 1963. He wished to know whether that representative had actually done so and, if so, what conclusions he had reached concerning the medical services available there.

97. Dr. LEROUX (World Health Organization) asked whether he might answer that question later on.

98. The PRESIDENT replied in the affirmative.

99. Mr. SHAKHOV (Union of Soviet Socialist Republics) asked what steps had been taken in the Territory to acquaint the people with the Declaration on the granting of independence to colonial countries and peoples.

100. Mr. GODING (Special Representative) said that the text of the Declaration had been published in the various indigenous languages and had been distributed very widely to the population by the administrative services and schools. It had also been broadcast widely in the different languages.

101. The PRESIDENT thanked the special representative for co-operating with the work of the Council and invited him to withdraw.

Mr. Goding, special representative of the Administering Authority for the Trust Territory of the Pacific Islands, withdrew.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority for the year ended 30 June 1963 (T/1619, T/L.1072)

[Agenda item 4 (c)]

OPENING STATEMENTS

102. Mr. McCARTHY (Australia) said that, for the current session, the special representative for the Trust Territory of Nauru was Mr. R. Marsh, Director

of Nauruan Resettlement in the Australian Government. Mr. Marsh was a highly experienced administrator, particularly in the fields of immigration and territorial administration. Since his appointment he had prosecuted matters of Nauruan resettlement most vigorously and had recently been to the island to discuss the question in detail there with the Nauruans themselves.

103. His delegation was also pleased to have been able to secure the services, as an adviser, of Mr. Bernicke, one of the most distinguished and respected political leaders of the Nauruan people.

At the invitation of the President, Mr. Marsh, special representative of the Administering Authority for the Trust Territory of Nauru, took a place at the Council table.

104. Mr. MARSH (Special Representative) said he was pleased to report that the past year in Nauru had been marked by significant advances which affected the responsibilities of the Nauru Local Government Council, the reclassification of the Public Service and the increased participation by the indigenous population in all public activities.

105. As the Australian delegation had forecast at the previous session of the Trusteeship Council, significant amendments had been made in October 1963 to the Nauru Local Government Council Ordinance, which had had the effect of increasing the powers and responsibilities of that body. The new legislation, which had been adopted with the agreement of the Council after detailed discussion between the latter and the Administrator, enabled the Council to engage in any public enterprise or social scheme for the benefit of the Nauruan people, to control its own budget, to arrange its own elections and to fix the remuneration of its members. The Council nevertheless conducted its work in close co-operation with the Administrator and the Nauruan and Australian officials. The Council's powers had also been increased by an amendment to the Nauru Lands Committee Ordinance, which empowered the Council to appoint the members of the Nauru Lands Committee, all of whom were Nauruans, and to settle, after due inquiry, all matters relating to land ownership. In December 1963, a ballot had been held to elect the members of the Local Government Council for a four-year term, and all the councillors then in office had been re-elected.

106. The United Nations Visiting Mission to the Trust Territories of Nauru and New Guinea, 1962, had drawn attention to the desirability of annual consultations between the representatives of the Local Government Council and the British Phosphate Commissioners (T/1595 and Add.1, para. 91). The first such meeting had been held in November 1963 in Melbourne and decisions had been reached on the following points: increases in coconut land rentals, increased compensation for trees destroyed on non-phosphate-bearing lands, and an increase to 100,000 gallons a week in the amount of fresh water available to Nauruan homes during dry periods. The Commissioners had offered to raise from two shillings and eight pence, to four shillings a ton the amount at present apportioned among the Nauruan Landowners' Royalty, the Nauruan Landowners Royalty Trust Fund and the Nauru Royalty Trust Fund. The Nauruan representatives had felt, however, that they were not in a position to commit themselves in that respect. After referring

back to the Nauru Local Government Council, the Nauruan representatives were to resume discussion of these matters with the British Phosphate Commissioners in July 1964.

107. With regard to the Public Service, notable progress had been made during the past twelve months in preparing Nauruans for senior positions. In addition, the Public Service had been very substantially re-organized, with the assistance of an experienced officer from the Department of Territories, with the object of determining the precise responsibilities of every officer and ensuring that salaries were commensurate with the duties performed. Salary increases ranging from £18 to £638 a year had been granted, and five new senior positions had been created to provide new opportunities for Nauruan officers. The total number of officers had increased from 502 to 566 and the number of Australians employed in the Public Service had been reduced to forty, thirty-seven of whom were members of the Nauruan Public Service, and three were on secondment from Australia. The Australian officers occupied highly specialized positions in the fields of public health, teaching, general administration, accounting and technical services; three departmental heads, the Directors of Education, of Works and of Police, were also Australians. As the Nauruans attained the necessary qualifications, the Australian officers would be replaced.

108. Special training was being given to a number of Nauruans to enable them to qualify for appointment at higher levels. Thus, several students had already completed or were now engaged in studies in such fields as civil engineering, dentistry, radio-operating, economics and accountancy. Since the Council last met, a number of Nauruan officers of the Public Service had been appointed to senior positions and filled such posts as government surveyor, postmaster, works supervisor, records officer and infant welfare sister, which had formerly been held by Australians. A Disciplinary Appeals Board had been established under the provisions of the Public Service Ordinance. It consisted of a chairman appointed by the Minister for Territories, a member appointed by the Public Service Commissioner and an officer of the Public Service elected by officers of the Public Service.

109. Besides being given wider access to the Public Service, Nauruans had been offered a new source of employment by the British Phosphate Commissioners, who, since April 1963, had been advertising at Nauru all positions which they did not propose to fill by promotion or transfer. The number of Nauruan candidates had been small, however. Yet, generally speaking, plentiful employment and high wages and royalties were contributing to the maintenance of a high level of prosperity in the Territory. The 50 per cent increase in the basic wage in 1961-1962 had already been reported to the Council, and at present the demand for equipment and labour was such that the current housing programme of twenty new homes for the Nauruan community had been made possible only by a combination of the resources of the Works Department and the Nauru Local Government Council. In October 1963, the Administrator had established a Vocational and Employment Board, which gave advice on the most advantageous placement of Nauruan boys and girls leaving school and sought to ensure the best utilization of the various scholarships offered to Nauruan youth.

110. In the field of education, the Aiwo and Yaren schools had been combined, thus enabling all Ad-

ministration primary schools to be brought under one integrated system. The children of the British Phosphate Commissioners' contract workers were of three ethnic groups. Not being permanently domiciled on Nauru, they were accommodated in a separate primary and infants school so that the unsettling effects of the population change would be confined to the groups concerned and would not affect the steady progress of the other children. The number of Chinese children of school age and of children from the Gilbert and Ellice Islands was expected to increase greatly in 1964, and a school containing sixteen classrooms and accommodation for the teaching staff was under construction. The same curriculum was used by each group, with essential differences in the syllabuses dealing with the vernacular languages for the period in which the children were insufficiently conversant with English. In the higher primary grades much emphasis was still placed on the teaching of English, and, apart from local adaptations, the contents of most syllabuses compared with those found in the primary grades of the State of Victoria. An important step forward had been made at the beginning of the 1964 school year with the establishment on Nauru of a teacher-training centre. Twelve students were now taking a two-year course at the centre under the direction of a teacher-trainer specially engaged for that purpose. On completion of the course, they would undertake two years' probationary teaching in Administration schools and would then receive their teacher's certificate.

111. Since the close of the 1962-1963 year, the conditions governing the award of scholarships had been altered to provide that a scholarship should be available for every Nauruan student aged seventeen years or less who passed the necessary examination. A special type of scholarship had been created for students seeking technical or commercial training and possessing the necessary certificates. All those scholarships were tenable in Australia and were valued at between £650 and £850 a year. In addition, a new scheme had been approved which would make apprentice training available on Nauru for Nauruans and Gilbert and Ellice Islanders. However, because of the difficulties involved in gaining recognition of locally issued certificates by apprenticeship boards and trade unions elsewhere, Nauruan students capable of doing so were still encouraged to take their apprenticeships in Australia. The Nauru scheme was to be controlled by an apprenticeship board on which the British Phosphate Commissioners, the Nauruan Workers' Organization and the Administration would be represented. The board's task would be to determine wages, conditions and working standards, to consider applications and approve local apprenticeships. The policy was to raise the standards of teaching progressively. The British Phosphate Commissioners also proposed to establish an apprenticeship school. It was generally felt that the measures thus taken to train Nauruans as tradesmen would help to achieve a better employment balance and improve the capacity of the local population to play a fuller part in the execution of any resettlement scheme.

112. The health situation continued to be satisfactory, and further progress was being made. In July 1963, Dr. Wigley, a specialist in tuberculosis attached to the Papua and New Guinea Administration, had conducted a survey of the measures adopted for the elimination of tuberculosis. He had noted a significant fall in the morbidity rate and had made certain recom-

mendations aimed at strengthening the existing measures for the elimination of the disease. The implementation of those recommendations had already begun. As the Council already knew, the Territory had excellent health services, including a well-appointed hospital, with diagnostic facilities and capable of meeting all requirements.

113. The effect of the overriding importance accorded to resettlement was perhaps best illustrated in relation to housing. When the prospect of resettlement had appeared imminent, the question had arisen whether there should be large-scale expenditure on a new housing scheme. An alternative question had been whether efforts should be concentrated on expanding existing housing with a reduced programme of additional building. However, now that resettlement appeared to require more protracted negotiations, priority had been given to the building of twenty new houses, although numerous other works were also under way.

114. The question of water supply, which had been raised at the preceding session, had been very carefully studied. Investigations had shown that rainfall on Nauru was extremely variable and difficult to predict. According to the records, annual rainfalls ranged from twelve to 180 inches. There had been no evidence of any decrease in the annual average rainfall over the period of phosphate-mining operations. Mining operations had not interfered with the traditional water sources. Since mining operations had begun, thatched dwellings had been replaced by houses with roofs capable of filling water tanks and cisterns. The British Phosphate Commissioners did not draw water from any of the traditional Nauruan water points, which were left solely for the use of the Nauruan community. Water supply created a problem only in the event of prolonged dry spells, and so far for the year 1963-1964 rainfall had been constant and plentiful. In addition, reserved stocks of 7 million gallons of water were held on the island by the British Phosphate Commissioners, and three more tanks would soon be completed to store a further 3 million gallons. As had already been pointed out, Nauruan representatives and the British Phosphate Commissioners had agreed in November 1963 that the amount of water which might be drawn from the water stocks should be increased to a maximum of 100,000 gallons a week. Whereas previously the Local Government Council had had to pay 5 shillings per 1,000 gallons, it had now been arranged that the bulk of the supply of water should be free to the Council. Progress had also been made in the extension of the electricity grid.

115. The administration of justice was becoming increasingly the responsibility of Nauruans. There were now five Nauruan magistrates, and when a non-Nauruan happened to be on the bench in the District or Central Court, the reason was usually that the Registrar had found it necessary to have recourse to an expatriate magistrate in order to obtain the necessary three members.

116. With regard to trade, the Nauru Local Government Council had established a co-operative store which was making satisfactory progress and which, apart from general trading, now included a bakery, butchery, ice-cream plant and shoe-repair shop. A cool room and freezer plant had also been built. The co-operative would soon be able to store locally caught fish in any likely quantities. In ten and a half months, the store's purchases had exceeded those of the previous year, and an increase of some 25 per

cent was expected to result from the current year's operations.

117. He recalled that at the Council's thirtieth session (1204th meeting) the Australian special representative had given a detailed account of the action taken to find a suitable location for Nauruan resettlement. The question of resettlement had been raised by the Nauruans themselves soon after the Second World War, and since then successive Nauru Local Government Councils had continued to stress its importance. The first definite proposal had been made in 1960, when the Nauruans had been informed that they could resettle in Australia, or in the metropolitan territory of either of the other two Powers which, together with Australia, constituted the joint Administering Authority, as members of the existing community, where they would be awarded full citizenship and equality and be given special assistance in obtaining homes and employment. However, that offer, which had implied the dispersal of the Nauruans, had been rejected. On being asked what sort of territory would meet their needs, the Nauruans had stated the following desiderata: it must have a congenial climate, and should preferably be in the temperate zones of the Pacific, free of the dangers of natural phenomena; it must have ample fresh water but not to the extent of floods; it must be free of poisonous insects and reptiles and man-eating animals; it must be a land of mild seasonal changes; it must be ample in area, fertile and with abundant fish in its surrounding seas; it must have mineral resources, a good harbour or natural anchorage and be situated close to Australia and on or near main shipping routes.^{2/} When the search for an island meeting all those requirements had failed, the Nauruans had indicated that only Curtis Island or Fraser Island would be suitable.

118. About mid-1962 a formal proposal (T/1600) had been put forward by the Nauru Council for the Nauruans to be resettled, to be granted sovereign independence and to be linked to Australia by a treaty of friendship. However, as the Trusteeship Council had been informed at the thirtieth session, the Australian Government had been unable to make available any part of the Australian continent or its nearby islands if it had to surrender sovereignty over them. At the Council's 1205th meeting, held during that session, the Head Chief of Nauru had stated that the Nauruans and their leaders would not go back on the basic decision that they should be resettled elsewhere.

119. After considering the reasons why its earlier offers had been rejected, the Australian Government had decided to accept the resettlement of the Nauruans as a group on an island, and, after having Curtis Island and Fraser Island investigated, it had come to the conclusion that Curtis Island offered prospects for satisfactory resettlement. The broad outlines of a resettlement scheme based on Curtis Island had then been developed, its main features being: (a) on approval of the plan by the Nauruan people and the Parliament of the Commonwealth of Australia, the Nauruans would have full Australian citizenship with the right to come and go between the island of Nauru and the Australian mainland; (b) the Nauruan people resettled on Curtis Island and their descendants would have the power to manage their own affairs and would enjoy extensive powers in the management of the land and other assets vested in them under the resettle-

ment agreement, and such other special powers as would allow them to control the transfer of land on Curtis Island to persons other than Nauruans resettled on Curtis Island and to deal with all other matters of more particular concern to the Nauruans; (c) the Nauruans would enjoy social conditions which were not less favourable than those available to Queensland citizens; (d) the Nauruans would be afforded economic opportunities comparable to those enjoyed by Australian citizens engaged in similar work, and would be afforded means of obtaining the degree of specialization necessary for their employment.

120. It would be noted that the Australian Government had not decided to make Curtis Island an independent sovereign Nauruan State. Its proposal, however, did mean that the Nauruans would be able to manage their own affairs substantially without outside interference, the island constituting a distinct local government area and the land being transferred entirely to the Nauruans. They had also been assured permanent control of their Local Government Council under a legal provision that only a Nauruan or descendant of a Nauruan would be eligible for membership of the Council. Those special proposals had been without precedent in Australia.

121. The details of the scheme had been conveyed to the Nauruan people by the Director of Nauruan Resettlement in 1963. Other important features of the proposal were that the Administering Authority would provide all the money necessary for resettlement and ensure Nauruan ownership of the island; the Nauruans would govern the island as a separate administration under the Queensland Local Government Act and have their own courts; they would have the power to manage the Nauruan Landowners Royalty Trust Fund; the Nauru Royalty Trust Fund and the Nauruan Community Long-Term Investment Fund would continue to receive royalties; each Nauruan family would on arrival receive a furnished house of reasonable standard; and each family and its personal effects would be transported free from Nauru. It was also noteworthy that section 30 of the Queensland Local Government Act conferred very wide powers on local authorities.

122. A colour film and photographs and a model of Curtis Island had been used to give the people an idea of their new home, but after several public meetings had been held in order to consult the people in the districts, the Councillors had decided that the proposal was unacceptable because the political arrangements were not satisfactory. The Council had then intimated that it would make counter-proposals reserving to some extent the earlier proposals for a sovereign State. The Australian Government had in the meantime considered the position of the people living on Curtis Island in the event that the Nauruans should be resettled on it. In consultation with the Government of Queensland, it had decided to acquire the residential leaseholds at the south end of the island in order to avoid possible later difficulties. It had also endeavoured to take any appropriate action which would demonstrate the sincerity of its proposals for resettlement. By the proposed acquisitions and the arrangements entered into with the Queensland Government, the availability of Curtis Island for the next five years was assured. That action had been taken after the Director of Nauruan Resettlement had been informed by the Nauruans that Curtis Island was not discarded from further consideration.

^{2/} See T/1595 and Add.1, annex I, appendix A.

123. Since those arrangements had been made, the Nauruans had proposed the establishment of a committee to consider the constitution of a legislative council to replace the Nauru Local Government Council so that they might gain experience of the working of a legislature and of the functions of government and might be provided with the means of governing themselves. It was understood that the Nauruans would request Australian assistance in that matter.

124. In the meantime the Australian Government was not neglecting any opportunity to encourage the Nauruans to co-operate with it in working out a mutually acceptable scheme to ensure them a high standard of living. It believed that once the Nauruans realized that their perpetuation as a people could be procured by appropriate political arrangements which guaranteed the right to manage their own affairs in a place which they owned, they would take the long view

and accept the new home offered to them. In view of that possibility, the Australian Government had asked the Queensland Housing Commission to draw up plans for suitable housing; the Commission had prepared a model which members of the Council could inspect in the meeting room.

125. The Nauruans were a prosperous and advancing people, but they could not count indefinitely on the mineral resources which had enable them to attain a high standard of living and education. Since the phosphate must inevitably be exhausted, it was essential, in keeping with the overriding consideration in the Trusteeship Agreement for Nauru and with the desire of the Administering Authority and the Trusteeship Council, to safeguard the future interests of the Nauruan people by providing them with a home where they could increase and be happy as a people.

The meeting rose at 6.15 p.m.