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Twenty-second Session

VERBATIM RECORD OF THE EIGHT HUNDRED AND NINETY-FOURTH MEETING

Held at Headquarters, New York,
on Monday, 16 June 1958, at 2.30 p.m.

President:

Mr. CLAES BOUJAERT (Vice-President) (Belgium)

1. Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority for the year ended 30 June 1957 [30] (continued)
2. Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority for the year ended 30 June 1957 [32]

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Note: The Official Record of this meeting, i.e., the summary record, will appear in provisional mimeographed form under the symbol T/SP.894 and will be subject to representatives' corrections. It will appear in final form in a printed volume.

AGENDA ITEM 3c

EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF NAURU: ANNUAL REPORT OF THE ADMINISTERING AUTHORITY FOR THE YEAR ENDED 30 JUNE 1957 (T/1374, 1379; T/L.849)
(continued)

At the invitation of the President, Mr. Jones, Special Representative of the Administering Authority for the Trust Territory of Nauru, took a place at the Council table.

General debate (continued)

Mr. KESTLER (Guatemala) (interpretation from Spanish): Just as on other occasions my delegation participates in the analysis of problems arising out of the development and evolution of the Territory of Nauru with the same interest with which we participated whenever we studied the conditions of other Trust Territories.

Without ceasing to be realistic and without failing to recognize that the aforementioned Territory is a very small island, relatively isolated in the central Pacific, and that its small population is facing the possible necessity of resettlement to another territory when the phosphate deposits are exhausted -- these deposits are almost their only source of income -- in spite of all this, we continue to feel that until we have reached a definitive decision with regard to the future of the community, the questions of principle which justify our presence here in this Council continue to be valid.

In our statement last year we emphasized that the fundamental political problem of Nauru should not be envisaged only with regard to the degree of development or differentiation of the various organs of its administration, but also should be envisaged from the point of view of the guarantees which may exist, assuring the independence of the Administration vis-à-vis the economic power of the British Phosphate Commissioners -- an enterprise which in fact has absorbed the Administration. This was our opinion because if what we are seeking is to form self-government, we cannot fail to recognize that such a goal presupposes the existence of a single power exercising its powers sovereignly throughout the whole Territory, and which consequently would be in a position to control the activities of any enterprise operating in the Territory.

(Mr. Kestler, Guatemala)

Now, with these ideas in mind we undertook the study of the latest information available to us. To our great disappointment we noted that the situation in the Territory is substantially the same and that the final goals of the Trusteeship System are still far in the distance. The British Phosphate Commissioners continue being in effect an autonomous body -- a company whose influence in the island of Nauru and the Nauruan community is decisive. Under the direction of this company the phosphate deposits, which as the Council knows are the principal source of income for the Territory, are extracted and shipped to the three associated countries: Australia, New Zealand and the United Kingdom. In the administration of all this, no Nauruan inhabitant has any responsible post whatsoever. Finally, I should point out that a high percentage of the Administration budget, including the salaries of the Administrator and the Commissioners, is paid by the company, and the rest, a very small proportion indeed, from other sources such as import duties and radio and postal services.

Previously we said that the maintenance of this situation had caused us great disappointment indeed. Perhaps I should add that this is due to the fact that we have not found any reasons of any nature whatsoever, technical, political, or economic, which make it impossible to get out of this situation. To prove this, we will review some of the questions which have been the cause of concern to this Council, matters which in the course of time were brought up in the form of questions put to the special representative.

At our last meeting, we took the liberty of suggesting a revision of the direct method of financing the budget of the Administration which consists, according to the change which occurred in the fiscal year 1952-53, in the direct delivery of money by the British Phosphate Commissioners rather than in a fixed rate for each ton of mineral extracted. We made this statement because we felt that the new procedure adopted involved the danger of submitting the budget to company influence and threatened the independence of the budget since the directors of the company had a first look at the budget.

During the question and answer period, the special representative told us:

"We are still of the firm opinion that the new method is much better than the former method. It serves its purpose. By no means does it lead to the exercise of any influence whatsoever upon the budget or Administration expenditures on the part of the British Phosphate Commissioners."

We must confess quite sincerely that such an answer - a very categorical answer, by the way -- is not at all satisfactory to us because it does not provide any solution whatsoever to the question of principle which was brought up and obliges us to repeat the recommendation which we made last year to the effect that the Administering Authority should consider a change in the aforementioned method.

Another question which was brought up during the question and answer period refer to the need to have available sufficient information concerning the internal working of the British Phosphate Commissioners. To one of our questions, the special representative stated that it was not usual for a special representative of an Administering Authority to be asked for information concerning the internal working of a private industrial or business company in a Trust Territory, and

(Mr. Kestler, Guatemala)

suggested that perhaps we might also ask for information concerning the internal working of the Nauruan Co-operative Society in order to be sure that this society was employing a sufficient number of Nauruan inhabitants. My delegation would accept such a reply if the British Phosphate Commissioners were not a sui generis enterprise, that is to say, an enterprise that is not a private enterprise, and if the activities of the company did not encompass almost the entire industrial activities of the Territory. To be convinced of this we might recall that the basic norms governing the Territory and determining its present juridical situation are in part those agreements between the Governments of the United Kingdom, Australia and New Zealand and that the British Phosphate Commissioners is an organ formed by a Commissioner designated by each of the three associated Governments of Australia, New Zealand and the United Kingdom, under whose direction, control and management the phosphate deposits are exploited for shipment to the aforementioned three countries. On the other hand when it was asked why no Nauruan holds any responsible position with the company, the Administering Authority always gave the same reply. We have always been told that the Naurans do not have sufficient training or ability to hold such posts. But how can the Council judge this matter if it does not have available to it information concerning the internal working of the company, information with regard to the powers and responsibilities of the directors or executive employees.

(Mr. Kestler, Guatemala)

A fundamental problem for an appraisal of the situation prevailing in the Territory would be to determine the equity and fairness of the profits received by the population from the exploitation and exportation of the natural resources. Therefore, my delegation, repeating the constant concern which has always been voiced by the Council, asked the special representative to point out the technical difficulties, or any other difficulties, which prevent the Administering Authority from providing information concerning the independent financial operations of the British Phosphate Commissioners in relation to the mineral extracted from Nauru and the prices at which the mineral is sold.

The special representative, in his reply, mentioned, among the difficulties which would have to be overcome if a separate accounting of extracted phosphate were to be supplied, the fact that this would mean a complete revision of the accounting methods of the British Phosphate Commissioners and the manner in which they handle their books, because their directors are also responsible for the phosphate industry in Ocean Island and Christmas Island. He added that the price of phosphate by no means has any influence over the royalties and other benefits which are available to the Nauruan community.

I must say, quite respectfully, that such an explanation cannot be accepted by my delegation, in the first place because the interests of the Nauruan community -- whose right to have their own resources available to them cannot be denied -- cannot be subordinated to the accounting problems facing this enterprise, and in the second place, because without the determination of the sale price of phosphates, the problem of the fairness of the royalties and so forth, remains without solution. These matters are determining factors in the process of evolution in the island, and we say this because when we draw up the balance of the benefits accruing to the Territory, we do not find one single amount of capitalization which would allow the Nauruan community to develop new sources of income, in spite of the fact that there does seem to be some possibility of developing a fishing industry.

The Administering Authority has always felt that the people of Nauru received reasonable profit from the exploitation of the phosphate deposits. We have been told that they obtain funds which finance the Administration budget, and in which we find included the cost for social and educational services for

(Mr. Kestler, Guatemala)

the population, funds supported by the budget of the Local Government Council, the product of the rent of the lands which are exploited, and the salaries received by people employed by the enterprise, and finally, the product of the royalties from the following sources: The Nauruan Landowners Royalty Trust Fund, and the Nauruan Community Long-Term Investment Fund. However, in evaluating these benefits or this income, the Council has always come up against a difficulty arising out of the permanent refusal to supply the data which would make it possible to study the operations of the Company.

All these considerations oblige my delegation to express the hope that the Administering Authority will reconsider its position in relation to the method of financing the Administration's budget, and also as regards the information which has been requested concerning the activities of the British Phosphate Commissioners, as well as the prices at which the extracted phosphate is sold.

Before leaving the economic field, my delegation wishes to state for the record that we were very pleased at the decision taken by the Administering Authority to supply the necessary money for the organization of the fishing industry in the Territory as soon as the plans drawn up can be implemented. We would express the hope that such plans will receive urgent consideration.

I now come to the political field. We have noted that the governmental institutions in the Territory are still under-developed and not clearly differentiated, and that the participation of the Nauruans in the management of their own affairs is very slight indeed. The government powers, of administrative, legislative and judicial nature, are substantially in the hands of the Administrator designated by the Government of Australia. The Local Government Council, with largely advisory powers, seems to be a municipal council rather than a territorial legislative organ. Its financial restrictions do not allow it to intervene effectively to satisfy the urgent needs of the community.

The work done by the Council recently, during the year under review, such as the installation of water tanks for houses, the supply of transport passenger service, and the establishment and maintenance of other such local services, all of this is of the greatest importance. However, my

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delegation believes that we should repeat the hope that the Administering Authority will grant broader and better defined powers so as to encourage the initiative of the members of the Council, to encourage them to undertake a solution of problems at the territorial level and not on the purely local level. We have been told that according to the new judiciary ordinance, which came into force on 6 December 1957, the Administrator has been completely divorced, if I may say so, from judicial power.

As is quite natural, this is a matter of great satisfaction for us. However, we regret that until the planned amendment comes into power, the Administrator still has the power to take a decision on questions arising out of elections. The importance of the political development of the community, being involved in the designation or appointment of natives to high posts in public service, is a matter which cannot be denied. The special representative, in his opening statement, indicated to us that the approved plan for public service represents 336 posts and that 312 of these posts are held by Nauruans, and that in addition to having transferred the post of Mr. Raymond Gadabu, another Nauruan, Mr. Jacob Aroi, has been appointed as a Magistrate in the District Court.

My delegation feels that in order to appraise the data supplied by the special representative, the situation should not be judged so much by the number of posts held, as it should be judged by the rank of the posts themselves. At the present time the majority or almost all of the higher posts continue to be held by Europeans.

(Mr. Kestler, Guatemala)

The Administering Authority, in explanation of this situation, has said that there are no Nauruans who are qualified to hold high positions in the Administration. My delegation regrets that there are no specific and concrete plans which would lead soon to placing Nauruans in more responsible posts in which they might be encouraged to look for solutions to the problems facing their community. In relation to the problem which we have been describing as the future of the Nauruan community, my delegation has stated at past sessions its position concerning the questions of principle and the various aspects which must be taken into account if we are to find a solution. Therefore, we shall now confine ourselves to repeating the hope that efforts will be made towards reaching an early solution of a definitive nature, bearing in mind freely expressed will of the Nauruans themselves, as well as principles of equity which might derive from the exploitation of the natural resources of the Territory or from the application of the provisions of the Charter of the United Nations.

Before leaving the political field, I shall refer to the problem of the attainment of self-government or independence, a problem which, as we have said previously, derives from the application of the categorical recommendations of the General Assembly and the Trusteeship Council. The Administering Authority has not said that specific consultation has been held with the inhabitants with regard to this matter during the year under review. In view of this situation, my delegation wishes to repeat the position which it has always taken with regard to other Trust Territories. We express the hope that, in conformity with the procedure approved by the tenth session of the General Assembly, the drafting committee to be appointed for this Territory will consider this particular matter during its deliberations.

I come now to the social field. We note that tuberculosis continues to be rampant in the Territory. The Administering Authority informs us that, as a preventive measure, arrangements have been made so that all persons who are not permanent residents will be examined by X-ray before they come to the Territory or within twenty-four hours after arrival, a measure which, together with isolation of active cases and BCG vaccination of all persons with a predisposition for tuberculosis, should be of great value in controlling the disease.

However, we feel that we must insist once again upon the need to intensify a campaign of adult education, disseminating information regarding elementary hygiene measures so as to achieve the maximum co-operation from the population.

We have noted with satisfaction the efforts which the Administering Authority is making in the field of public health in general. The special representative, in his opening statement, told us that two Nauruans were studying in the Central Medical School in Suva. One is following a course in medicine, the other, a course in dentistry. We hope that such efforts will continue to the end that a greater number of indigenous personnel may be placed in responsible positions in the medical service.

In the field of labour, we repeat that there are still discriminatory practices with regard to salary scales paid by the British Phosphate Commissioners. The Nauruans, the Chinese and the Gilbert and Ellice islanders work forty-four hours a week, after which they are paid overtime. Europeans work a forty-hour week, after which they receive overtime. In replies made by the special representative to questions asked in the Council, he stated that the Administration was debating this point with the British Phosphate Commissioners, suggesting that the same working conditions should apply to all workers. However, no final decision has been reached. We, for our part, feel that the abolishing of such practices must come about through the establishment of rules which must be enforced among all the inhabitants of the Territory, rather than by means of conciliatory talks, etc. We hope that the Administration will spare no effort to achieve an early solution to this problem.

We find that the British Phosphate Commissioners continues to be the principal employer in the Territory, together with the Administration, and that the only organization which has been established to care for the welfare of the workers is the Nauruan Workers' Organization. In these circumstances, my delegation can only repeat the hope that both these employers will increase their efforts to raise the living standard of the workers, taking as a basis for estimating the minimum wage, not only the requirements of a man and his wife, but also those of a man, his wife and two children.

(Mr. Kestler, Guatemala)

Regarding education in the Territory, we have before us document T/1379, which contains the observations of UNESCO concerning the annual report of the Administering Authority. My delegation wishes to express to UNESCO, through its representative, Mr. Salsanendi, our gratitude for its contribution to the work of the Council.

The policy regarding education in the Territory has not changed, inasmuch as it seeks to provide good primary education to all Nauruan children, followed by a secondary course and expanded educational opportunities for adults. This policy deserves our approval, and my delegation feels that it is an appropriate and acceptable procedure in view of the situation prevailing in the Territory. The system of public education has involved no change. Education continues to be free and compulsory, and in the Administration schools a policy of lay education is followed. School attendance is compulsory for children between five and fifteen years of age if they are Europeans, and up to seventeen years of age for Nauruans. The percentage of inhabitants with a knowledge of reading and writing and other primary education is quite high. I would point out that, in order to encourage the development of education, the Administering Authority has taken important and praiseworthy measures.

(Mr. Kestler, Guatemala)

The Special representative pointed out in his statement a few cases of Nauruan students following special courses in Australia in agriculture, the construction trade and other activities of benefit to the community. The educational expenditures continue to increase and this naturally is worthy of applause. However, we feel that there are many problems still to be solved.

The efforts to integrate the various ethnic groups into a uniform system of primary education should be continued. The drop in secondary school attendance, on the one hand, and the slowing down of attendance in primary schools are questions which must be settled. The fact that two Nauruans are studying in Australia under scholarships, one taking a medical course and the other a dental course, still does not mean that a single Nauruan has received a complete course leading to the University. My delegation repeats that the Administering Authority should intensify its efforts so as to bring about an early solution to these problems and to prepare a sufficient number of Nauruans to hold responsible posts in the Administration.

In conclusion, we wish to thank the special representative and the representative of Australia for the good will with which they were kind enough to reply to all the questions put to them so that we might have a better knowledge of conditions in the Territory. Their collaboration in the work of the Council has been of the greatest value and we are very grateful to them.

Mr. KOCIANCICH (Italy): During last year's general debate on this Trust Territory, my delegation stated that:

"physical conditions in Nauru are of such a peculiar nature that no alternative for the island's community by resettlement can be foreseen after the phosphates have been worked out. The only other solution we can think of with a view to developing alternative sources of living was agriculture: but even the last annual report tells us of no improvement in this field because of the lack of water and suitable land".

(Mr. Kociancich, Italy)

Now we have been told by the special representative in his introductory statement that, after meeting with no success, the search for permanent sources of water was abandoned in December 1957 and that, in view of this failure, an experimental farm will not be established.

We think that this is a hard fact which the Council is called upon to face because, as far as is humanly predictable, it means that the destiny of the Nauruan community will ultimately lie outside their island.

In his reply to a question posed to him, the special representative has stated that a few years ago a survey conducted on the island showed that no more than 3,000 people could live on Nauru on a subsistence basis. Now, if we take into account the average growth rate of the Nauruan population for the last ten years, as is shown in the annual report, we are led to the conclusion that, by the time the phosphates will be presumably exhausted, that is in about forty years, the native population -- not taking into account the immigrant workers -- would exceed almost twice that figure.

This of course is based on two assumptions: first, that the present rate of population growth continues at least unchanged, and second, that no subsidiary sources of income outside phosphates are found. And both seem reasonable, as far as we can foresee now.

Therefore, in our opinion, they constitute the only possible basis for policy planning today.

But there is more to it.

Even if forty years from now the population of Nauru would not exceed the size which is estimated the island could support on a subsistence basis, this would still mean to the Nauruans a substantial drop from their present standard of living, which is a result of an economy based on phosphate mining.

We therefore are convinced that the utmost consideration should be given to the problem of resettlement. And, in this connexion, we wish to commend the Administering Authority for its continued efforts to find a suitable area for this purpose.

We are, of course, aware that this is not simply a question of the material transfer of people from one place to another, but that it involves problems of economic and psychological adjustment of people to a new environment and new ways of life.

(Mr. Kociancich, Italy)

Since this question is more likely to affect those who now constitute the younger generation, we are gratified to note that the Administering Authority is planning its educational policy in such a way that it will provide the Nauruans with an increased capacity to meet new conditions, if and when they have to leave the island. In particular, we are glad to learn about the activity of the Education Advisory Committee, which is devoting its attention to this matter.

Also a very important fact is that, in dealing with this problem, the Administering Authority should always act, as it does, in close consultation with the Nauruan Local Government Council. This may entail delays and difficulties owing to the fact that, as we are told, there is no coherent body of opinion on this problem among the Nauruan people and, consequently, among the councillors. But, this being a question which affects so vitally the island's community, nothing of value could really be done without taking into consideration their feelings and desires.

We trust that, as the population of Nauru becomes increasingly aware of the real terms of the question through education and discussion, it will be possible to work out a satisfactory plan.

As far as the present political situation in the Territory is concerned, we know that the Local Government Council is not yet fully exercising its powers, in spite of the promptings of the Administering Authority for it to do so. This is, of course, due to a large extent to the slowness of proceedings in the Council because of the habit of the councillors -- a quite understandable habit in view of the very small size of the Territory -- to consult continually with their constituents. We submit, however, that if the activities of the Council were at least partly financed by the Nauruan community instead of its costs being borne entirely by the British Phosphates Commissioners, as is now the case, this might result in greater public pressure and control upon the councillors and, consequently, in an increased efficiency of their work.

We believe that the current efforts of the Administering Authority to introduce some kind of taxation should be actively pursued: as a matter of fact, such taxation should be envisaged rather as a means for strengthening the sense of democratic responsibility of the community and of its leaders than as a source of

(Mr. Kociancich, Italy)

revenue for financing public activities. And we hope that the Administering Authority will succeed in persuading the Nauruans of the advantages of such a measure.

In another field of public life, my delegation is gratified to note the large number of Nauruan personnel employed by the Administration and wishes to commend the Administering Authority for its policy of appointing Nauruans to administrative positions for which they qualify.

We also believe that the new Judicial Ordinance which came into effect last December and which provides for a clear distinction between the executive and judicial powers is an important contribution towards the political development of the Territory.

In the economic field, we hope that the Nauru Council will give its assent to a proposal to develop a fishing industry, which is now being considered. We think, in fact, that fishing might provide in the years to come an additional source of revenue to those Nauruans who may wish to stay on the island after the phosphate deposits are exhausted.

We trust also that negotiations for an increase of phosphate royalties now going on between the Nauruan Council and the British Phosphates Commissioners may shortly lead to a satisfactory agreement.

Finally, we wish to commend the Administering Authority for providing the Nauruans with the most modern and advanced medical facilities as well as for the educational opportunities it offers to Nauruan students.

Before I conclude, I would like to thank the representative of Australia and the special representative for their valuable assistance to the Council in this debate.

U. THANT (Burma): As a representative of a newly-independent country, my first look at the conditions in the Trust Territory of Nauru is naturally governed by considerations which are closest to the heart of an average Burman. The first of these considerations is of course political and economic in character. The Administering Authority is definitely committed to the obligations to foster progressive development of the Nauruan people in the political and economic fields. These developments must necessarily be in consonance with the wishes of the indigenous people and in accordance with the Trusteeship Agreement and the principles of the Charter of the United Nations. The paramount consideration, therefore, is: how does the Administering Authority propose to implement its commitments under the Charter of the United Nations and the Trusteeship Agreement?

The information furnished by the special representative of the Administering Authority in the course of the Council's meetings last week, though very lucid and comprehensive, failed to convince us that real efforts have been made or are intended to be made by the Administering Authority for the progressive realization of the ideals adumbrated in the Charter of the United Nations and the Trusteeship Agreement. No programme has been laid down to enable the Nauruans to exercise a greater measure of autonomy, both political and economic, and it is certainly regrettable that in the course of the eleven years of Trusteeship Administration, in the middle of the twentieth century, only one Nauruan has obtained a worth-while position in the Administration, dealing with Nauruan affairs.

This lamentable lack of progress towards the most effective participation of Nauruans in the management of their own affairs, in our view, deserves priority consideration in any future programme of the Administering Authority because we subscribe to the principle that good government is no substitute for self-government. We remain unconvinced by the special representative's statement:

"Each year we deal with the position as we find it, and when the Nauruans have reached the stage of political maturity where they can be given further responsibility and another step in their political advancement, that step will be taken". (T/PV.890, p. 57)

(U Thant, Burma)

This reveals total absence of programming and planning which is the sine qua non of all human societies in this modern age. Planning is essential not only for the progressive realization of a greater measure of internal autonomy, but also for combating the scourges of extreme poverty, ignorance and disease for which the Administering Authority has moral, besides other, obligations. The eradication of poverty, ignorance and disease, which constitute a danger all around us, is as much the moral responsibility of the Administering Authority concerned as it is of all those who want to see the closing of the gap between the living standards in different parts of the world.

We are not advocating that the Administering Authority should set about formulating plans for the next forty or fifty years, by which time the production of phosphates will have been exhausted and new problems will have arisen. Such very long-term planning, involving hypothetical situations, is of course uncalled for. What we should like to suggest is the formulation of short-term programmes for the sole purpose of accelerating the political and economic progress of the Nauruan people. The tasks are of course formidable. Here is a small island with an area of 5,263 acres in the Central Pacific, with a population of over 2,000. The phosphate deposits, which are worked by the British Phosphate Commissioners under agreement between the Governments of Australia, New Zealand and the United Kingdom, are the island's chief natural resource. Of the island's total area of 5,263 acres, 3,658 acres are classified as phosphate-bearing, and it is estimated that in about forty years, after its exploitation, the island will more or less revert to a barren desert.

Although the Administering Authority has not thought fit to formulate short-term programmes for the political and economic progress of the Nauruan people and for their increased participation in the political and economic life of the island community, we are gratified to note that the Administering Authority's record of activities in the social and educational fields has been impressive. All elements of the population share without discrimination in the enjoyment of human rights and fundamental freedoms as outlined in Article 76 c of the Charter of the United Nations, and there is complete freedom of expression within the Territory. These facts have never been challenged by anyone either inside or outside this Council. No forms of forced or compulsory labour exist

in Nauru, and indebtedness amongst workers does not present any problem. The Workers' Compensation Ordinance of 1956, which was promulgated and commenced in September 1956, provides for compensation to workers for injuries arising out of or in the course of their employment, and this piece of labour legislation is in consonance with those prevailing in advanced countries. We are also impressed with various social welfare services including free medical treatment, hospitalization and education. It is also gratifying to note that an ordinance providing for the payment of old-age pensions, invalid pensions, widows' pensions and child endowment to Nauruans was promulgated during the year under report.

One happy feature of the Nauruan community is that, thanks to the great phosphate industry, there is no problem of unemployment on the island. Practically the whole of the adult male population is employed in wage-paying employment since employment is available to all Nauruans able and willing to work.

(U Thant, Burma)

Marked progress has also been made in the educational field, although much still remains to be done towards the achievement of a greater measure of racial integration in the schools. The qualification for the entry of Nauruans and Chinese into the European school is a knowledge of English sufficient not to interfere with the normal speed of the classes there. In the absence of a Nauruan written script, this prescription of a linguistic qualification is perfectly understandable; the Trusteeship Council has been repeatedly assured by the Administering Authority that there is no discrimination whatsoever on racial grounds in respect of school admission, and that discrimination is purely on linguistic grounds.

In this connexion, I hope it will be relevant if I draw the Trusteeship Council's attention to the educational practice which prevailed in Burma during the British regime. It was our experience in Burma during the British times that quite a substantial number of Burmese students studied in European schools, where the medium of instruction was English; most of those Burmese students, who did not normally speak English at home, were able to catch up with the European students in all subjects, including English. If, therefore, the fact is that the Nauruan students are debarred from the European school not on racial but on purely linguistic grounds, we feel that the Administering Authority should take a lesson from the British practice in Burma before the war and should try to achieve a greater standard of integration in the schools; we have no doubt that this is also the desire of the Administering Authority. It is an accepted educational principle that in all communities there are quite a number of people with distinct linguistic aptitudes.

Before I conclude, I should like to thank the representative of the Administering Authority and the special representative for the unfailing courtesy and patience they have displayed during the Trusteeship Council's deliberations.

The PRESIDENT (interpretation from French): In order to complete the present debate, the Council must hear the final statements of the representative of Australia and the special representative. We shall hear those statements on Wednesday afternoon.

The meeting was suspended at 3.30 p.m. and resumed at 4 p.m.

EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF THE PACIFIC ISLANDS:

ANNUAL REPORT OF THE ADMINISTERING AUTHORITY FOR THE YEAR ENDED 30 JUNE 1957

(T/1385; T/L.850) [agenda item 3d]

The PRESIDENT (interpretation from French): I have the pleasant duty of welcoming Mr. Delmas H. Nucker, High Commissioner of the Pacific Islands. I do not believe that I need introduce him to the Council. As in previous years, he has undertaken a long voyage from the Pacific Islands to New York in order to make a contribution, with his vast knowledge of the situation, to the work of the Trusteeship Council.

At the invitation of the President. Mr. Nucker, Special Representative of the Administering Authority for the Trust Territory of the Pacific Islands, took a place at the Council table.

Mr. SEARS (United States of America): The President has just said, with great courtesy, what I was about to say. Therefore, since the High Commissioner has taken his place at the table and is well known to the Council, I shall take no further time in introducing him. He will give you the best information that he can with respect to conditions in the Trust Territory. As you all know, this is an unusual Trust Territory, in that it involves some two thousand very small islands scattered all over the expanse of the Pacific Ocean. There are probably twelve thousand families there. The problems are interesting and difficult, and I know of no man whom the United States could present who would answer your questions more conscientiously and more painstakingly than Mr. Nucker. It is a pleasure to have had him invited to the table, and we are now ready to proceed.

Mr. NUCKER (Special Representative): Again I have the pleasure to serve as special representative of the United States to report on the principal events marking the administration of the Trust Territory of the Pacific Islands since 1 July 1957. As in the past, I look forward to receiving the benefit of the views and recommendations of this body.

This year's review has several outstanding features. We have been able during the year to bring certain long-standing problems to a successful conclusion.

The past year also saw two disastrous typhoons sweep through the Southern Marshalls, through parts of Ponape, Truk and Yap Districts, leaving widespread havoc in their wake. The first of these typhoons, known popularly to the world by its Weather Bureau name of "Lola", struck in early November and was followed only two months later in the same general area by the even more destructive "Ophelia". And I might add that, since I left Guam, a third typhoon, known as "Phyllis", struck in the Trust Territory, doing quite extensive damage to two islands in the Truk District.

The first typhoon concentrated its fury on Mamorik Atoll in the Southern Marshalls, leaving more than five hundred people homeless and destroying most of the food crops and coconut trees of that atoll. Where it struck in the other parts of the Territory, fortunately only partial damage was inflicted. But, before certain of the battered areas could recover from the damages of this November storm, typhoon "Ophelia" swept down upon us. Moving first on the Jaluit area in the Southern Marshalls, it left behind an entire atoll in devastation. Close to 1,200 individuals in this single atoll were rendered homeless, and fourteen individuals were washed out to sea and lost. Not content with the almost complete destruction on Jaluit Atoll in the Marshalls, "Ophelia" then moved westward, ravaging again the areas in Ponape and Truk Districts which had been hit hard by the typhoon in November. Within hours after it was known that emergency relief measures were needed, planes and ships carrying food and water, medicines and supplies were on their way to the stricken areas. The scope and seriousness of the disaster led to my immediate departure for Washington, D.C. I am proud to report that full co-operation and immediate assistance was received at all levels of Government. The Director of the Office of Territories, the Secretary of the Interior, the Bureau of the Budget, the House and Senate Appropriation Committees of the United States Congress were most sympathetic. In record time an emergency appropriation of \$1,350,000 received preliminary approval and, within a matter of weeks after the disaster, we were assured by members of the Congress that this Administration could embark on a full-scale rehabilitation programme.

A major event of general administrative significance during the year was the revision of the Micronesian Title and Pay Plan. This revision resulted in

(Mr. Nucker, Special Representative)

setting up two wage schedules for our Micronesian workers, one based on trades and the mechanical types of work and the other on positions of a clerical, administrative or professional type.

During the year our permanent Micronesian personnel increased from 1,857 to 1,995, reflecting not only expansion in such fields as public health, education, fisheries and construction, but also pointing up the emphasis on the Administration policy of training and using qualified Micronesians wherever possible as replacements for United States staff members. Since 1951, thirty-three Government positions formerly held by such staff members, ranging through such categories as District Director of Public Health, District Director of Education, Chief Nurse, Finance Officer, and the like, have been taken over by qualified Micronesians. This past year saw additional top positions filled in this manner. A Ponapean took over as District Director of Public Health in Ponape District; a Trukese was appointed Finance Officer in Truk. A Nursing Instructor position in the Nurses' Training School in Palau was filled by a qualified Micronesian nurse, as were positions in other departments. Within the next few months, two additional district directorships of health will be turned over to qualified Micronesian medical practitioners, as will be positions of Assistant Supply Officers in several districts. In addition to the on-the-job training for Micronesian workers, a special scholarship programme has been established to give professional training to selected individuals, to equip them to handle professional positions now filled by non-indigenous staff members.

Our economic policy continues to be one of aiding the Micronesians to expand and develop their own economy. With the chartering last year of two new limited stock trading companies, there are now nine such companies in operation, handling most of the import and export trade throughout the Territory. Over \$486,000 has been extended in development loans to the local trading companies to enable them to move toward complete self-sufficiency.

(Mr. Nucker, Special Representative)

Copra production during the first half of this fiscal year was well over 7,000 short tons and had we been able to maintain this production, our yearly export for this fiscal year would have been over 14,000 tons -- potentially the highest amount the Territory would have produced since the Second World War. The two typhoons of November and January ripped through our heaviest copra-producing areas stripping trees of nuts, damaging and uprooting thousands of trees. In many areas it will be years, in some instances eight or more, before full copra production is again established. In the Marshall District alone a 20 per cent decrease in copra production is anticipated as a result of the destruction of palms by these two typhoons. Yet in spite of the ravages of the typhoons, we expect this fiscal year to export at least 12,000 short tons of copra with a revenue approximating \$1,300,000. This in actuality will be only some 1,300 short tons under last year's production and the over-all revenue decrease will be only about \$100,000.

For the typhoon stricken areas, the major source of cash income has been greatly curtailed or temporarily destroyed. The Copra Stabilization Fund was able to maintain a constant price of \$110 to the producer for grade one copra during the year with the necessity of withdrawing about \$50,000 from the Fund Account to achieve this stabilization. At the end of last month the Stabilization Fund balance stood at \$845,000 affording, we feel, ample protection against the fluctuations of the copra market for the forthcoming year.

Trochus production during the fiscal year 1957 fell to the lowest point since 1953, due largely to uncertainty of the market and refusal of trochus buyers to make firm quotations on prices. Since Micronesians could not anticipate their returns, many were unwilling to dive for trochus. Micronesian officials, in co-operation with district congresses and local advisory councils, took advantage of the uncertain market to institute badly needed conservation measures in selected areas. In two of the formerly heaviest trochus producing areas, local legislative bodies declared a closed season on trochus. Thus, only some 164 short tons of trochus were marketed this past fiscal year which, selling at a price of \$750 a short ton, grossed approximately \$123,000. This was a sharp contrast to the top price of \$1,160 a ton last year, when 350 tons grossed over \$388,000.

(Mr. Nucker, Special Representative)

Vegetable production was less than in the last fiscal year, the decline being brought about the November typhoon which damaged the farms on Rota and Tinian, the two largest vegetable producing areas for the Territory. We expect, however, that this coming year will show an appreciable increase in the production of marketable vegetables.

The disastrous typhoons which destroyed food crops as well as income crops in various parts of the Territory vividly brought home to us the necessity of maintaining at all times a strong agricultural programme. The emphasis that has been given in this field stood us in good stead under the test of disaster. Since, during the past three years, our agricultural staff had been doubled and programmes in coconut development and improvement of subsistence crops had been stressed, we were better able to develop agricultural rehabilitation programmes for the devastated regions quickly and efficiently.

In all of the typhoon areas the replanting of coconut trees and subsistence crops is underway. Through our agricultural specialists we are attempting to rebuild the shattered subsistence economy in a manner which will give generations of Micronesians still to come a more secure economic base.

In all of the Trust Territory we are pressing forward on a programme of coconut rehabilitation and replanting, as well as fostering demonstration programmes for better copra processing. The improvement of subsistence crops also continues to be one of the major goals of our agricultural programme as does improvement of the livestock of the area.

During the year a plant pathologist devoted his time to the investigation of plant diseases in the Territory, and his final report and recommendations currently are under study by our Director of Agriculture. In the Palau District, control of the rhinoceros beetle has progressed to a point where copra production showed a 25 per cent increase over last year. The predatory scolia wasp now appears to be firmly established throughout the rhinoceros beetle-infested area. We cannot as yet say that the predatory wasp is the major factor in control but, along with our other control methods and extermination programme, we can now state that large areas formerly pest-ridden appear to be under control and can be replanted to coconuts.

(Mr. Nucker, Special Representative)

The menace of the Giant African Snail is still with us. The species of carnivorous snail which we introduced as a control measure several years ago as a predator has not satisfactorily been able to acclimate to the natural conditions of our area. This past year we introduced a different species of carnivorous snail, the Euglandina, which has proven remarkably successful in Hawaii, and we hope this new introduction will succeed where the previous introductions did not.

While recent studies indicate that the experimental cacao plantation on Babelthaup would not be successful because of local soil conditions, cocoa development work has continued elsewhere in the various districts. In Ponape and Yap the typhoons destroyed many of the pods on the trees. We are stressing cocoa planting in suitable areas in the hope of providing another cash crop for the Micronesians.

In the past year we moved from the planning stages of a fisheries-programme into the first stages of implementing that programme. A subsistence fishing project is now under way and we are planning to start in the near future, on an experimental basis, a small-scale commercial fishing project. A fisheries management officer has been added to our staff and has embarked on a programme of establishment of subsistence fisheries. For the Palau area we hope within the next fiscal year to procure a fishing vessel suitable for experimental commercial fishing and to set up a fish drying plant and a fish freezing unit. Eventually, we hope also to move into the operation of a small-scale pilot canning plant. All of these programmes will be designed for the time being to provide fish for the Micronesian markets and thus cut down the import of fish in various forms from outside the Territory. While it is doubtful whether the Micronesian economy can build up a commercial fishing programme which could compete on the world market, we should, with proper management, be able to provide for most of the needs of the Territory itself from the rich marine resources of the area.


During the year also our marine biologist completed a two-year study of trochus, and as a result of his recommendations various districts put into effect needed conservation programmes. Trochus sanctuaries have been established.

(Mr. Nucker, Special Representative)

Trochus also was planted in new areas where it is hoped it will become established and, in time, provide an additional source of cash income to local inhabitants.

The intent of our educational system is to provide a type of education which will equip the Micronesians to be useful citizens within the framework of their own society. Increasingly, as the Micronesians acquire the necessary training we are turning over important positions in the Education Department to them. In six districts all positions within the educational departments are staffed with qualified Micronesians, with the exception of the teacher-trainers in each district, the District Educational Administrators and the specialized teachers at the Pacific Islands Central School. In the Marshalls District, as has been previously reported, even the district directorship of education has been taken over by a Marshallese.

Over 12,000 children throughout the Territory are in schools, either in the public or privately supported schools.



(Mr. Nucker,
Special Representative)

Elementary education is almost completely in the hands of the local communities. The education department helps by providing needed educational materials, training for the local teachers, and grants-in-aid for construction, but the community itself provides for the elementary education of its children. The concern and interest of the local communities in elementary education is demonstrated in many ways. In five districts now, the local legislative bodies have passed legislation setting minimum salary schedules and a system of centralized payment of all elementary school salaries. Seven new elementary schools were built by local communities during the year, several of which were constructed under our grant-in-aid programme. In Truk, for example, Moen Municipality currently is constructing an eight-room elementary school at a cost of \$17,000. Of this amount, \$7,000 was furnished by the Administration through the grant-in-aid programme, with Moen Municipality supplying the remaining \$10,000. Rota Municipality in the Marshalls, with the aid of an Administration grant, this year completed a seven-room elementary school which presently is one of the most modern elementary schools in the Trust Territory.

While the Administration supports the Intermediate school system, the people increasingly are demonstrating community concern and interest in this level of education. In Yap, for example, a new boys' dormitory was constructed under a joint grant-in-aid programme. The seventh public intermediate school of the Territory and the first to be located outside a district centre, will start classes this fall at Kusaie. Although this new intermediate school was not built under the grant-in-aid programme, it was the result of joint effort. The Administration provided \$15,000 for materials and supplies and will staff and maintain the school. The Kusaiens donated most of the labour for its construction.

Each year sees more Micronesian students seeking higher education outside the Territory. This year at least 275 students were studying outside the Territory: 189 were attending high school or junior college in Guam, 53 in Hawaii, 13 in the Philippines, 20 in the United States and Fiji.

Last year, three scholarships were granted to each district, except Rota, for advanced training abroad and a similar number were awarded for the coming year. Most of this type of scholarship is for a two-year period, although a third year occasionally is awarded to outstanding scholars.

(Mr. Nucker,
Special Representative)

A new and special type of scholarship programme designed to give professional training in selected fields was instituted. These scholarships are intended to take the recipients through a full college and professional course. To date under this programme, two special scholarships for the study of law have been granted as have two special scholarships in the field of education.

An important activity of the year was the continuation of the work of the teacher trainers in the outlying areas. At Truk District a district teacher training institute was established and the success of the programme there led to the planning of similar teacher training units at all district centres. Vocational education was given increased emphasis at all intermediate schools. The development of educational materials written in the local vernaculars and adapted to the local cultures moved forward in all districts.

The departments of Public Health and Education continued joint efforts in the field of health education. Similarly, programmes of school agriculture and adult education were pushed vigorously.

As reported at previous Council meetings, major attention is being given to the serious health problem of tuberculosis. A BCG vaccine programme is in its second year and work already has been completed in Yap District. In other districts this programme continues.

The first major epidemic in the history of the present Administering Authority occurred in Palau District during July 1957. Here the Asian flu, apparently brought in by crew members of one of our ships, within a short period of time afflicted some 85-90 per cent of the total population of Palau District. This influenza epidemic struck during a period when our American District Medical Director was on home leave and only Micronesian Medical Practitioners were on duty in the district. Upon learning of the seriousness of the influenza epidemic, my staff at Headquarters prepared to mobilize, if necessary, our medical staff and facilities from other districts as well as calling upon the United States Naval Hospital in Guam for emergency aid. The Palauan Medical Practitioners, Palauan nurses and other local staff, plunged into the monumental task of battling an outbreak of epidemic proportion while carrying on at the same time all of the routine duties of a busy district hospital. I am proud to report that the Micronesian medical staff had control of the situation from the very outset and did such a capable job that our District Administrator at Palau did not feel it was necessary to call for outside help. Members of this

Council recently may have seen a magazine story on the work of the Micronesian Medical Practitioners in one of the well-known United States weekly magazines. That story not only describes the fine work the local medical staff at Palau District did in combatting the influenza epidemic, but also tells in detail how the Medical Practitioners throughout the Territory are handling the public health programme.

We are indeed proud of our Micronesian Medical Practitioners, our dentists, nurses, laboratory technicians, sanitarians and other public health workers. The success of our Micronesian health training programme, to us, is one of our outstanding achievements.

This past year, a Ponapean Medical Practitioner assumed full control of all public health activities in the Ponape District. Now, in two of our districts all public health functions are under Micronesian direction. Within the next few months we also anticipate the replacement of two additional United States District Directors of Public Health by qualified Micronesian Medical Practitioners.

During the past year, two new field hospitals -- one at Ebeye and the other at Kusaie -- were put into operation. These field hospitals are headed by licensed Micronesian Medical Practitioners and staffed by trained and qualified local personnel. We now have nine hospital units in operation, seven main district units and the above two field units. A tenth out-island field hospital is undergoing construction at Jabor in the Jaluit Atoll and will, we hope, be in operation by next year. Work continues on new hospital construction at the district centres.

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Special training of laboratory technicians as well as post-graduate training for nurses and medical internes continued during the year in Hawaii. An advanced course in anesthesia for selected trainees was carried out in Guam under the auspices of the Guam Naval Hospital and will continue this present year.

The programme of training out-island health aides at all district hospitals was intensified. In some districts, as in the Marshalls, this training course was extended from six months to a full year. During the year, a World Health Organization health educator spent several weeks in the Territory advising the Health and Education Departments on their health education programme. Largely through his inspiration discussions are being held looking towards the development of a health education training course under the joint auspices of the World Health Organization, the Trust Territory, and the Government of Guam. If these discussions lead to the actual holding of the training course in Guam this year, it is proposed that training courses will be held in subsequent years in Saipan and Ponape. To each of these courses the Trust Territory proposes to send some twenty-five to thirty trainees from the fields of education and public health for intensive training in public health education. We will also furnish part of the teaching staff.

Our construction programme has gone forward in all districts. We believe it is essential that needed construction in the areas of power plants, warehouses, roads, harbours and docking facilities, refrigeration plants, administration buildings and the like, should be accomplished within the confines of our local Micronesian resources, not by bringing in outside contractors and outside labour. Our long-range construction programme may thus take more time to bring to completion, but, by so doing, we not only provide training for Micronesians but also channel most of the construction funds into the Micronesian economy.

While typhoons "Lola" and "Ophelia" brought about temporary setbacks to the construction programme in Truk and Ponape, in general, our over-all programme progressed satisfactorily. Major projects completed during the year included

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such needed facilities as new power plants, new refrigeration plants, permanent staff housing, new public works centres, as well as a variety of smaller projects.

The total number of employees engaged in public works at the close of the fiscal year was over 1,000, of which 92 per cent were Micronesian. Close to \$900,000 was allotted for construction purposes during the fiscal year. Thus, in the past three years we have spent well over two and a half million dollars on our construction programme. Upon completion of the present programme of building permanent installations, the Territory will possess a physical plant commensurate with the services the Administration must render.

The enormous sea area over which we must operate makes our supply and logistic operation one of considerable magnitude. The Administration has continued the programme of replacing wartime built high speed engined vessels with vessels more suitable for the area. During the year a contract was made with a Japanese firm for the construction of a 140-foot passenger-cargo vessel for intra-district work. Delivery of this new vessel is expected in July of this year, and it has been designated as the new station vessel for the Ponape District.

Air transportation in the area was provided as in previous years by our fleet of three amphibious SA-16A planes. Extra flights due to the typhoon emergencies, medical lifts and added requirements of transportation of personnel resulted in Trust Territory aircraft being flown more miles than in any previous year.

Our radio communication system, particularly our out-island network, has been strengthened. Rongelap joined this network during the past year as did Namorik, making a total of seventeen out-island radio stations in operation throughout the Territory.

We have continued, in the year under review, to press forward in all phases of political development. The institution of a systematic programme of chartering of municipalities throughout the Territory met in some areas with deep interest and response. This community interest had an unexpected effect of our target dates for the chartering of municipalities. In Truk, for example, the local communities saw in the formal chartering programme an opportunity

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to launch a programme of political education on the local level. In Moen Municipality, seat of the District Centre of the Truk District, the municipal council composed of village heads met regularly once or twice a week for a period of three months with representatives of the Administration, studying and discussing in detail the proposed charter revisions before presenting the formal request for a charter to the office of the High Commissioner. Here and in other municipalities, public meetings explaining the purposes of the charter programme have been held. The initiation of this formal programme of chartering of municipalities demonstrated again the wisdom of moving slowly on a programme of political development. It is our contention, shared by the local political leaders, that until the people fully comprehend and appreciate what a formal charter means in terms of their local political development, the granting of a charter is a somewhat meaningless gesture. For this reason the number of charters granted during the year was smaller than we had originally anticipated. In three districts also, the Marshalls, Ponape and Truk, the necessary introductory and orientation work was brought to a virtual standstill for several months when all local energies had to be devoted to typhoon relief and rehabilitation work. Thus, we granted only twelve municipal charters rather than the twenty that we earlier had expected to give out by June 1958. In retrospect, it now appears that a longer orientation period is needed than we thought when the programme was launched.

Political progress on a district level has been very satisfactory. With the granting of a charter last August, a district-wide unicameral congress came into being in the Truk District, three years before the target date set for that event. Truk Congress held its first meeting last October and had a most successful session.

An interesting political development along district-wide lines has been the trend to abolish the bicameral bodies, one house of which was hereditary, and establish unicameral bodies with the entire membership elected. In May of this year, a constitutional convention of elected delegates from all municipalities of Ponape District met in Kolonia, the Ponape District Centre, to consider ways and means of turning the present two-house Ponape Island Congress into a district-wide congress. A draft of a charter establishing a unicameral legislative body is now under study.

(Mr. Nucker,
Special Representative)

This proposed unicameral congress for Ponape will be a step forward for in that district, the original Island Congress had insisted upon an hereditary House of Nobles in addition to an elected House of Peoples' Representatives. It is gratifying to report that much of the impetus for setting up a unicameral body in Ponape District, with all membership elected, stemmed from the hereditary nobles themselves.

In the Marshalls, the seventh annual meeting of the Marshall Islands District Congress last October also resolved to study ways and means for the drafting of a new charter which would establish a unicameral legislative body. Throughout the year the Marshall Islands Congress Holdover Committee worked on this problem, and in consultation with a special Headquarters Consultant on political affairs, prepared a draft for a new charter which will be considered this coming August during the 1958 annual session of the present Congress.

Yap District as yet does not envision a district-wide elective legislative body since its out-island areas pose problems somewhat unique to that district. A formal charter designed to establish a Yap Island Legislative Council currently is under preparation and should be ready for submission to my office within the next few months.

A highlight of the year was the holding last October, in Guam, for the second time, an Inter-District Conference of Micronesian Leaders. The success of this conference, to which all delegates in each district were elected by representative legislative or advisory bodies, led to the decision to schedule this conference on an annual basis. At the request of the delegates this group shall be known as "The Inter-District Advisory Committee to the High Commissioner". In summing up his impressions, one of the Micronesian delegates expressed himself in his closing remarks by these words:

"To me, the fact that we met, regardless of whether anything is accomplished, is itself a great advance in our political development. I am saying this because conferences of this nature are the first in our history. I no longer feel like a stranger to the other delegates, but as though we are brothers living on different islands. I am no longer afraid to speak out."

(Mr. Nucker,
Special Representative)

If inter-district conferences did nothing but bring about this feeling of unity, I would feel that they are indeed worthwhile. They are valuable also in that Micronesians are learning from each other at these conferences, as is our Administration. As a result of meetings of this nature, our task of administration is made easier and more responsive to the true needs of the Micronesians. Other Territory-wide conferences during the year, such as the Judicial Conference and the Educational Conference, in which Micronesians from all districts participated, brought about better understanding of common problems.

At earlier Trusteeship sessions, various members have commented on the fact that a uniform age for suffrage was not found throughout the Territory, specifically noting that voting age started at twenty-six years in the Palau District. This Administration has maintained that the setting of a voting age should be done by the people themselves, not by arbitrary action on our part. I am thus very pleased to be able to report that during the past year the Palau Congress of their own volition revised the age of suffrage downward to twenty-one years.

The success with which we made settlement of the land claims for the people of Kili and Ujelang already has been described in detail to this Council, both in my verbal report last June as well as in our annual report of 1957, which is up for review at this session.

We have continued to work towards the settlement of remaining land claims elsewhere in the Territory. All remaining land claims in the Yap District, specifically those in Ulithi, should be settled by 1 July of this year. Money has been set aside for final settlement of remaining claims in Palau District, and these too, it is hoped, will be settled by the end of this calendar year. Only in the Marshall Islands District do appreciable land claims still remain unresolved, some due to still needed cadastral surveying and final land determinations, others pending agreement of acceptable terms to the owners and the Trust Territory Government. Claimants in the Kwajalein Atoll have expressed a desire to have legal counsel in negotiating settlement of their claims. We are now engaged in conversations with the lawyers to seek agreement on procedural aspects of their representation of the claimants.

(Mr. Nucker,
Special Representative)

The last remaining claims of a contractual nature, the redeeming of Micronesian-held Japanese bonds and of postal savings, are in the final state of settlement. We had expected to have all claims of this type completed by the end of this month. Since most of the postal savings are very small in amount, many Micronesians as yet have not turned in their claims. It now appears that the settlement of these remaining tiny claims will stretch over an indeterminate period. Sufficient funds for final settlement of postal savings claims have been set aside and will be disbursed until all claims are met.

An outstanding event of this year was the return of the people of Rongelap Island to their home atoll in the Marshall Islands. All reports to date indicate that the Rongelapese are making a satisfactory adjustment. As in any relocation of people minor problems still remain to be worked out, but in general the adjustment back to atoll life has been faster and smoother than we expected. As members of this Council know, each year a very thorough medical re-examination of the people of Rongelap and Utirik has been carried out. This year's examination conducted in Utirik and in Rongelap during March demonstrated again that the people are in good health. Not only does Rongelap today have a fully equipped dispensary manned by a trained health aide, but with their two-way island radio are constantly in contact with our medical staff at Ebeye or Majuro. If necessary, we can arrange to have a plane at Rongelap within a matter of two to three hours to handle any medical emergency.

We are encouraging as fast as possible the replanting of all types of subsistence foods. To this end we are employing an additional agriculturist to aid the Rongelapese in the rehabilitation of their local food crops.

We have continued to aid in the development of the Kili and Ujelang people. This year, each group received sizeable interest payments from the Trust Funds established for them by the land claims settlement of last year. This interest payment amounted to approximately \$10,000 for the Kili people and \$4,500 for the people of Ujelang. Added to their copra income, the cash income of both peoples more than doubled as a result.

At Kili also the first six months of the year saw the very successful operation of the 50-foot schooner, the Libra. The operation of this Kili boat

(Mr. Nucker,
Special Representative)

effectively broke the former isolation of Kili and enabled the people to use their small islands in the Jaluit lagoon. I regret to report that the Libra was driven on the reef at Kili by the typhoon last November and sank, fortunately with no loss of life. Fortunately, also, Kili suffered only slight damage to tree crops in this storm. When in early January the second disastrous typhoon smashed into the Jaluit Atoll, the island of Kili again was spared. Only relatively slight damage to crops and homes occurred. The Kili settlement on Jaluit, however, was wiped out along with the rest of Jabor and the Kili people resident there returned to their home island. The people of Kili, with their island relatively untouched by the typhoons and with their annual interest payment of \$10,000 from their Trust Fund, are in an excellent position in contrast to the stricken people of the Jaluit Atoll.

(Mr. Nucker, Special
Representative)

Immediately upon the loss of the Kili boat, steps were taken to procure a new and better boat. The damage wrought by the second typhoon necessitated immediate action to service Kili and to aid in the rehabilitation work in the Jaluit and Namorik area, and to accomplish this, we chartered a sixty-foot schooner from a Marshallese in Majuro. It is our intention to keep this chartered schooner in operation until we can secure a permanent station vessel for the Kili people. A schooner to fit their specific needs has been ordered, and it is hoped that this new and much better vessel can be put into operation by late fall of this year.

We plan to initiate in August or September of the current year a new method of field trip service to Ujelang Atoll. A new station vessel for the Ponape District has just been launched for the Trust Territory in Japan and should be ready to be put into service in late July. With this new ship in operation, we propose to service Ujelang out of Ponape District in an attempt to give the people of Ujelang more frequent and better service.

During the past several years, members of this Council have been extremely interested in the setting of "target dates", particularly in the fields of social and political development. To attempt to attain rigidly a series of target dates could seriously and adversely affect the orderly and proper progress towards desirable political, social and economic goals. However, it is recognized that target dates, provided there is flexibility, are essential to good planning. There is also a better defined sense of accomplishment when target dates are met. The following are targets which this Administration has in mind and which we think worthy of accomplishment. We desire to conduct this Administration so as to meet these dates, but at no time do we intend to lose sight of the fact that the manner in which the goal is reached is as important, as, if not more so than, the mere attaining of the target date.

By 1959 all but two districts will have a Micronesian District Director of Public Health.

(Mr. Nucker, Special
Representative)

It is expected that by 1965 all districts will have Micronesian District Directors of Public Health.

Two Micronesians have received special scholarships in the field of law. If they complete their studies successfully and demonstrate the necessary ability, we hope that by 1956 the positions of Public Prosecutor and Public Defender will be filled by these Micronesians.

Within eight years each district will have Micronesian Director of Education.

If our present training programme continues to be successful, we expect that within eight to ten years all District Finance and Supply Personnel will be Micronesians.

By 1961 we shall have a fully trained Micronesian in charge of a district agricultural programme.

By 1960 there will be district unicameral congresses in four major districts: Ponape, Marshalls, Truk and Palau.

An average of ten municipalities will be chartered each year for the next five years.

It is hoped that by 1965 the present Inter-District Advisory Committee to the High Commissioner will have been developed into an elected Territorial Advisory Council.

We have previously announced the enactment of organic ~~legislation~~ as a target for 1960. We have such legislation under preparation, but it is becoming increasingly clear that enactment by 1960 is not a realistic goal. We wish to advise the Council of our doubts as to the accomplishment of this particular target, but, at the same time, to assure the Council of our intention to press forward with the legislation as rapidly as practicable.

An analysis of the above tentative targets fully supports the firm belief that this Administering Authority has often voiced, namely, that the democratic growth and development of Micronesia must be predicated on the growing acceptance of responsibility by Micronesians and the proper discharge of these responsibilities by them.

(Mr. Nucker, Special Representative)

At this point I should like to say a few words regarding the current series of nuclear tests. Perhaps it is unnecessary to reassure the Council on this question, but I would like to say again that every precaution that is humanly possible is being taken for the safety and well-being of the inhabitants of the Trust Territory. I say this from personal experience, as I have recently come from the area in which the tests have been underway for nearly two months. As the Council will recall, we took similar precautions during the 1956 test series. These ensured the successful completion of that series of tests without incident. I am happy to say that everything is going well with the current series and that the precautions are again proving most effective. Thus, we are adhering to the previous resolutions of this Council regarding precautions, which we supported when they were adopted.

In this report I have touched only briefly upon what we believe to be the outstanding events of the year. I have not attempted to summarize the achievements of our service programmes, for these, I feel, have been described sufficiently in the report which is before this Council for review. I shall be pleased to amplify or clarify any points which members of this body may wish to bring forward during the question period.

This past year has been unusual in that emergency events moved in upon us necessitating actions that had not been envisaged in our scheduled programmes. The emergencies of the past year have been a true test of the ability of Americans and Micronesians to work together to solve major and unexpected problems. It is my opinion that the manner in which we did work as a team is more than sufficient evidence that our Government has been following a wise course of administration. We shall continue, then, to build on this framework, which rests essentially upon the desire and willingness of the Micronesians to participate as rapidly as his capabilities will permit in the operation of an administration which, in the final analysis, is his own.

I am grateful for this opportunity once again to present this report of our progress.

The PRESIDENT (interpretation from French): On behalf of the Council, I thank the special representative for his very interesting statement.

The Council will meet tomorrow afternoon at 2.30.

The meeting rose at 5 p.m.

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Trusteeship Council
22nd Session
6th Meeting (PM)

Press Release TR/1395
16 June 1958

TRUSTEESHIP COUNCIL -- TAKE 1

Before beginning the discussion on conditions in the Pacific Islands administered by the United States, the Trusteeship Council this afternoon heard four more speakers in the continuing debate on conditions in Nauru. Nauru is administered by Australia on behalf of Australia, New Zealand and the United Kingdom.

MAXIMILIANO KESTLER (Guatemala), today's first speaker on Nauru, said it was a "great disappointment" to his delegation that the final goals of trusteeship were "still far in the distant future." The British Phosphate Commissioners, which operates the island's phosphate deposits, he said, continued to act as an "autonomous body," separate from the administration, and its influence on life in Nauru was "decisive." No Nauruan, he said, held "any responsible post" whatsoever in the British Phosphate Commissioners.

A high percentage of the cost of the administration of the territory, he went on, continued to be paid by the BPC, the remainder of the revenue being made up from import duties, postal services and radio. His delegation continued to believe that there should be a change in this system of financing.

When he had sought some information concerning the operations of the BPC, he said, the reply of the administering authority was that it was not customary to provide the Council with information concerning the operations of a private company. He hoped that the administering authority would reconsider its present method of financing the costs of the administration of the territory, and that it would provide the Council with information concerning the BPC's operations, including the price of the phosphates sold.

In the political field, he hoped the administering authority would promote the granting of broader and better defined powers to the Nauru Local Government Council as a means of encouraging that body to take greater initiative in making decisions on territorial problems.

A high proportion of the posts in the administration, Mr. KESTLER stated, were still held by Europeans. The administration, he said, stated that this was because there were no qualified Nauruans to hold such posts. His delegation

(more)

"regrets" the lack of a specific plan which would lead soon to the placing of Nauruans in more responsible posts.

As regards the future of the Nauruan community after the island's phosphates are exhausted, he urged that efforts be made for an early and definitive solution which would take into account both the freely expressed wishes of the Nauruan people and questions of equity.

Mr. KESTLER also touched upon questions of public health, labor and education.

SERGIO KOCIANCICH (Italy) said he was convinced that because of Nauru's physical conditions and the lack of water for agriculture, the only possible solution, after the exhaustion of the island's phosphate in an estimated 40 years, was the resettlement of the community in another area outside the territory. He commended the administering authority for its efforts to find suitable areas in which the Nauruan community could in future be resettled.

It was apparent, he said, that the Nauru Local Government Council was not yet fully exercising its powers, despite prompting by the administering authority. However, if the Local Council could have power to finance projects of its own, it would take a greater initiative.

He commended the administering authority for its policy in appointing Nauruans for administrative posts for which they were qualified. He also hoped that the current negotiations between Nauruans and the BPC for an increase in phosphate royalties would result in a satisfactory agreement.

Mr. KOCIANCICH commended the administering authority for providing the territory with the "most modern and advanced medical services," as well as for the educational facilities.

(END OF TAKE 1)

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TRUSTEESHIP COUNCIL -- TAKE 2

U THANT (Burma) noted the lack of a program to enable the Nauruans to exercise greater autonomy in regard to political and economic matters. The "lamentable progress" in the management of their own affairs, he said, deserved priority consideration in any future program of the administering authority.

The record of the administering authority in the social and educational fields, however, he added, had been "impressive." All elements of the population, he noted, enjoyed human rights on the same basis, and thanks to the phosphate industry, there was no problem of unemployment in the territory.

The President, ALFRED CLAEYS BOUUAERT (Belgium), said this concluded the general debate on Nauru. The representative and the special representative of the administering authority, he said, had indicated that they would make their closing statements on Nauru on Wednesday.

The debate on Nauru, the PRESIDENT noted, had ended earlier than expected, and the United States special representative for the Pacific Islands was not at present in the Council Chamber. He suggested that the Council take its customary recess and reconvene at 4 p.m. to begin the discussion on the Pacific Islands.

The Council accepted this suggestion and adjourned until 4 p.m.

After the recess, the Council began its examination of conditions in the United States-administered strategic trust territory of the Pacific Islands. Before the Council was the annual report of the administering authority for the period ended 30 June 1957.

Opening the discussion, MASON SHAW (United States) briefly introduced Pelmas H. Nucker, High Commissioner for the territory, who is here as the United States special representative to assist the Council in the examination of conditions in the territory.

Reviewing the "principal events" which had occurred in the administration of the Pacific Islands since 1 July 1957, Mr. NUCKER said the territory suffered two "disastrous typhoons" last year. These swept through the southern Marshalls, through parts of Ponape, Truk, and Yap districts, leaving "widespread havoc in their wake."

(more)

The first typhoon left some 500 persons homeless and destroyed most of the food crops and coconut trees on Namorik Atoll, he said. The other typhoon left an entire atoll in "devastation." Close to 1200 individuals in this single atoll were rendered homeless and 14 individuals were washed out to sea and lost.

Within hours after it was known that emergency relief measures were needed, the special representative said, "planes and ships carrying food and water, medicines and supplies were on their way to the stricken areas."

Mr. NUCKER said "full cooperation and immediate assistance" was received "at all levels of our government." In "record time," an emergency appropriation of \$1,350,000 received preliminary approval and "within a matter of weeks after the disaster," he was assured by members of the United States Congress that he could embark on "a full-scale rehabilitation program."

The special representative then touched upon events concerning the general administration of the territory, questions of economic development, agriculture, education, public health, construction, communications, political development, the settlement of land claims, the relocation of displaced persons and the setting of tentative target dates for specific projects.

During the year, Mr. NUCKER said, the number of the permanent Micronesian personnel in the administration had increased from 1857 to 1995, reflecting not only expansion in such fields as public health, education, fisheries and construction, but also pointing up the emphasis on the administration's policy of training and using qualified Micronesians wherever possible as replacements for United States staff members.

The administration's economic policy, he stated, continued to be one of aiding the Micronesians to expand and develop their own economy. The disastrous typhoons which destroyed food crops as well as income crops, in various parts of the territory, he said, "vividly brought home to us the necessity of maintaining at all times a strong agricultural program." The emphasis that had been given in this field "stood us in good stead under the test of disaster."

(END OF TAKE 2)

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TRUSTEESHIP COUNCIL -- TAKE 3

Continuing his statement, Mr. NUCKER, the United States special representative said the "intent" of the educational system was to provide a type of education which would equip the Micronesians to be useful citizens within the framework of their own society. More than 12,000 children throughout the territory, he said, were in public or privately supported schools, and elementary education was almost completely in the hands of local communities.

The administration, he said, had continued to press forward in all phases of political development. A highlight of the year was the holding of the second Inter-District Conference of Micronesian leaders, in Guam last October. The success of this conference, to which all delegates in each district were elected by representative legislative or advisory bodies, led to the decision to schedule the conference on an annual basis.

Mr. NUCKER then turned to the question of "relocation of displaced persons." An "outstanding event" of the year under review, he said, was the return of the people of Rongelap Island to their home atoll in the Marshall Islands.

"All reports to date indicate that the Rongelapese are making a satisfactory adjustment," he said. As in any relocation of people, he said, minor problems still remained to be worked out, but in general the adjustment back to atoll life "has been faster and smoother than we expected."

Each year, he continued, a medical reexamination of the people of Rongelap and Utirik had been carried out. (The people in these atolls were temporarily displaced in 1954 because of radioactive fallout from the nuclear tests at that time.)

This year's examination conducted in Utirik and in Rongelap, during March, Mr. NUCKER said, "demonstrated again that the people are in good health."

He also spoke of the continuing aid being given to the people in Kili and Ujelang.

(The inhabitants of Eniwetok and Bikini who were displaced in 1946 and 1947, respectively, because of nuclear experiments, are now living in Ujelang and Kili.)

As regards the current series of nuclear tests in the area of the Pacific Islands, Mr. NUCKER had this to say:

(more)

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"Perhaps it is unnecessary to reassure the Council on this question, but I would like to say again that every precaution that is humanly possible is being taken for the safety and well-being of the inhabitants of the trust territory. I say this from personal experience as I have recently come from the area in which the tests have been under way for nearly two months."

Mr. NUCKER recalled that similar precautions were taken by the administration during the 1956 test series and these had ensured the "successful completion of that series of tests without incident." He added: "I am happy to say that everything is going well with the current series and that the precautions are again proving very effective. Thus we are adhering to the previous resolutions of this Council regarding precautions which we supported when they were adopted."

Concluding, the special representative said the emergencies of the past year had been "a true test of the ability of Americans and Micronesians to work together to solve major and unexpected problems." It was his opinion, he said, that the manner in which they did work "as a team is more than sufficient evidence that our government has been following a wise course of administration."

The administration, Mr. NUCKER said, will continue to build on this framework "which rests essentially upon the desire and willingness of the Micronesian to participate as rapidly as his capabilities will permit in the operation of an administration which, in the final analysis, is his."

Following the conclusion of Mr. Nucker's opening statement, the PRESIDENT said the Council would then begin its questioning of the special representative regarding conditions in the Pacific Islands.

There being no members ready to ask questions today, the Council adjourned until 2:30 p.m. tomorrow, 17 June, when it will continue examination of the report on the Pacific Islands.

(END OF TAKE 3 AND PRESS RELEASE TR/1395.)