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President: Mr. Rafik ASHA (Syria).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, Burma, China, France, Guatemala, Haiti, India, Italy, New Zealand, Syria, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

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

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

- (i) **Annual report of the Administering Authority for the year ended 30 June 1955 (T/1244, T/1254);**
- (ii) **Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1956 (T/1255)**

[Agenda items 4 (d) and 7]

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.

GENERAL DEBATE (*continued*)

1. Mr. DORSINVILLE (Haiti) congratulated the United Nations Visiting Mission to Trust Territories in the Pacific, 1956, on an excellent report (T/1255), and expressed his regret that the Chairman of the Visiting Mission was not present. He wished him every success in his new post.
2. There had been little fundamental change in the political picture during the year under review; the Administering Authority's efforts had been concentrated on consolidating the work it had already begun on the basis of democratic concepts. A growing number of municipal officials, for instance, were now elected and all of them would be in the near future.

3. The Administering Authority had not yet succeeded in amalgamating the many island groups and imbuing them with national aspirations. The obstacles were formidable, particularly as the islands were scattered over vast areas of ocean, but he was sure that the Administration would be able to bring the more advanced elements of the population together with a view to stimulating an awareness of their community of interests as soon as possible. It was regrettable that the Administering Authority had not yet seen fit to convene a second inter-district conference along the lines of that held in Truk in 1953. His delegation had noted with interest that the Administration intended to organize a meeting of prominent Micronesians from the various districts at Guam. The plans for the meeting outlined by the special representative at the 711th meeting seemed moderate and sensible and represented a new and more realistic approach to the problem. He agreed with the Visiting Mission, however, that consideration should also be given to the holding of another inter-district conference at an early date, and he noted that the special representative had promised to study the question.

4. He was grateful to the special representative for amplifying the remarks in his opening statement (709th meeting) concerning the organic law which might be promulgated in 1960. He had been particularly glad to hear that it would be worked out jointly by the Administering Authority and qualified representatives of the people, and that it would replace the code prepared by the Administering Authority alone. The proposed organic law would be an important step forward in the political life of the Territory and he hoped that nothing unforeseen would occur to delay it, that the parties involved would continue to work on it diligently and that the Administering Authority would keep the Council informed of the progress made.

5. The economic situation was not very promising. Although the Territory's revenue in 1955 exceeded the estimated \$90,000, expenditure had amounted to \$6,200,000 and it was clear that the present administration could be maintained only thanks to the United States Government's subsidies, which were four times as great as local revenue. While the Administering Authority was making every effort to improve the production of food crops and to diversify cash crops, his delegation had doubts concerning certain other aspects of its economic policy. At the 712th meeting he had drawn attention to the Visiting Mission's observations on the question of reopening the bauxite and manganese workings in the Palau Islands, reviving the fishing and pineapple-canning industries in the Palau and stimulating copra production by introducing a greater variety of trade goods and thus creating a greater demand for cash income. He was not entirely satisfied with the special representative's replies to his questions on those points. There was some merit in the special representative's argument that it might be more in the interest of the Micronesians to retain the bauxite deposits as a reserve asset until it could be exploited by the Micronesians themselves. On the other

hand every effort must be made to remedy the unfavourable budget situation. While the deposits might not be of sufficiently high quality to tempt United States industry, other firms might be greatly interested in them. He agreed with the Administering Authority that private capital investments should not be allowed to prejudice the interests of the indigenous inhabitants, but he was sure that the Administering Authority was in a position amply to protect those interests. It would be interesting to know whether permission to exploit the bauxite deposits had been refused as a matter of principle or because the offers so far received had not been sufficiently attractive. He had been happy to learn that the Administering Authority was considering a new offer and he was convinced that it would find a satisfactory solution. Similarly, he believed that every effort should be made to revive the fisheries, pineapple-canning and sugar industries, which had all flourished before the war. The local market might have disappeared but it should be possible to develop an export trade in those commodities.

6. The Mission had found a growing awareness among the people of the need to develop small-scale industries which might enable them to earn additional cash income. On page 54 of the annual report¹ the Administering Authority stated that the Government's policy of encouraging Micronesian investment and enterprise was continuing, and there were no permanent foreign investments in the Trust Territory. Little Micronesian capital was available, however, and foreign capital was not encouraged. The special representative had argued, in reply to a question by the speaker, that in the traditional Micronesian economy money played a very small role, adding that the Administering Authority was not taking any strong action to change the habits of the Micronesians. While there might in theory be merit in a non-monetary economy, the fact was that many of the Micronesians had become aware of the value of money and wanted an opportunity to earn more. He hoped that the Administering Authority would review its policy with regard to the development of the Territory's resources and that the expert from the United States Geological Survey referred to in paragraph 64 of the Visiting Mission's report would be sent to the Territory in the near future. The Administering Authority should also consider the possibility of expanding the handicrafts industry for export. There appeared to have been little progress in that direction.

7. The Visiting Mission had repeatedly commented on the poor situation with regard to transport and communications in certain areas of the Territory. The special representative contended that the Mission had visited the worst areas and that it had received an impression of neglect from the destruction caused by the war. It should be noted, however, that the Mission had also drawn attention to the fact that one of the ports at Rota had been destroyed by a storm in 1951 and that the other was gradually being made unusable by silt. The Visiting Mission had spoken of the deplorable state of the roads, pointing out that the present state of disrepair was largely caused by the movement on the roads of heavy equipment belonging to the Micro-

nesian Metals and Equipment Company. Under its contract, the Company was responsible for the repair of any damage, but it had not kept its commitments and if present negotiations did not result in a satisfactory solution, the matter would apparently be taken to the competent courts. The Haitian delegation considered that the Administering Authority should take much more vigorous action as it was not seeking favours from the Company but demanding the fulfilment of contractual obligations. Were the repairs delayed, they would undoubtedly be more costly and in the meantime the transport of goods and persons was becoming more and more difficult.

8. The question of shipping was extremely urgent. In paragraph 270 of its report, the Visiting Mission described the situation in the Marianas, which were the largest vegetable and fruit producers in the Trust Territory. Inadequate shipping facilities and high shipping rates considerably reduced the growers' profits. It was to be hoped that the survey recently completed by the board appointed by the Administering Authority would lead to significant improvements in the near future.

9. His delegation noted that, despite the Administering Authority's praiseworthy efforts, complaints were still being voiced about the resettlement of the persons displaced by the nuclear tests. The displaced persons had not yet become adapted to their new home and it would seem, as the special representative himself had admitted, that some of the Administration's palliative measures had come far too late. The group transferred from Bikini Atoll, for example, had found it very hard to adjust to the completely different conditions prevailing on Kili Island, where there was no enclosed lagoon for fishing. The nearest place with conditions similar to Bikini was forty miles away on Jaluit Atoll. The Visiting Mission had hesitated to pronounce final judgement on the effectiveness of the plan to offer the Bikinians some facilities on Jaluit, particularly in view of the fact that no shipping had been made available to ensure communications between Kili and Jaluit. The situation had changed since the Mission's visit as a fifty-ton boat had been provided by the Administering Authority. It was to be hoped that the following annual report would announce the complete success of the project. His delegation welcomed the special representative's statement that the claims relating to indigenous land occupied by the Administration would soon be settled.

10. The Administering Authority was continuing to do good work in expanding medical facilities and increasing the number of medical personnel, and it was to be commended for transferring the headquarters of the medical department to Ponape and for its policy of building up a completely Micronesian staff. It was to be hoped that the number of qualified doctors and dentists would increase. The Administering Authority itself admitted that medical statistics from the Territory were unreliable for a number of reasons. He hoped that a special effort would be made in connexion with the BCG vaccination campaign to obtain a true picture of the incidence of tuberculosis region by region. He was convinced that the starchy diet was partly responsible for the high incidence of tuberculosis, as it weakened people and made them more susceptible to infection. It would be helpful to have a map showing the incidence of the disease in relation to the people's diet. In the Truk district for instance the staple foods were taro and breadfruit; no vegetables were grown or eaten and fish was frequently in short supply. The United States doctor in charge of the hospital had in-

¹ *Eight Annual Report on the Administration of the Trust Territory of the Pacific Islands, July 1, 1954, to June 30, 1955, Transmitted by the United States of America to the United Nations Pursuant to Article 88 of the Charter of the United Nations*, Department of State Publication 6243, Washington, D.C., U.S. Government Printing Office, 1956. (Transmitted to members of the Trusteeship Council by the Secretary-General under cover of document T/1244.)

formed the Visiting Mission that tuberculosis and intestinal parasites were the worst problems in the district.

11. He was glad that the special representative had corrected the impression of the school attendance rate in primary and intermediate schools, left by paragraph 11 of the observations of the United Nations Educational, Scientific and Cultural Organization (UNESCO) (T/1254). A certain number of children between the ages of six and eight should apparently be added to the total given by the Administering Authority for the year 1954-1955, thus bringing the school enrolment percentage up to the 1952-1953 level. It was unfortunate that, for the second time, UNESCO had not been warned of that peculiarity in the Administering Authority's statistics.

12. The Administering Authority was to be commended for its liberal granting of scholarships to students studying in various universities, in Hawaii and elsewhere. He was convinced that serious efforts were being made to bring the Micronesians to that stage of development at which they would attain self-government. The Administering Authority's traditional policy and the atmosphere of confidence and friendship prevailing between the Administration and the people of the Trust Territory would ensure sound and vigorous progress.

13. U MYA SEIN (Burma) expressed his appreciation of the excellent documentation supplied by the Visiting Mission, the Administering Authority and the Secretariat. He had been deeply impressed by the sincerity and competence of the special representative.

14. The difficulties of administering a Territory with a small population of approximately 64,000 scattered over some 2,000 far-flung islands were obvious. The Administering Authority therefore deserved commendation for its many achievements in all the functional fields. It had done and was doing a good job.

15. He welcomed the news that the headquarters of the Territory's administration had been moved from Honolulu to Guam, though Guam was outside the Territory. The headquarters should be moved to somewhere within the Territory itself as soon as possible.

16. The problem of nuclear tests had been considered by the Council on a number of occasions in connexion with the petitions submitted by the Marshall Islanders (T/PET.10/28, T/PET.10/29). Much could be said for and against nuclear tests in general. However, in the light of the Trusteeship System, the question at issue was whether an Administering Authority should conduct such tests inside a Trust Territory without the free consent of the inhabitants. It was immaterial in that context whether the aims of the tests were military or peaceful and what precautions were taken or compensation paid. It was a matter for regret that political or military considerations of an international character had tended to obscure the issue. The Council should ask itself how it would view the situation if an Administering Authority conducted nuclear tests inside a Trust Territory, for reasons of its own. A careful reconsideration of the problem might be inescapable and might lead to a real test of the United Nations Charter.

17. In the functioning of the Trusteeship System, local customs and traditions might frequently be found to stand in the way of the implementation of Article 76 of the Charter and to have a real bearing on the rate of progress. The special representative had stated in his opening statement (709th meeting) that the practices of the Micronesians were respected to the fullest extent

feasible and that change must be a gradual evolutionary process so that the new Micronesia which emerged was brought about without too severe a disruption and modification of Micronesian thought and customs. It would be interesting to know how the reconciliation between democracy and tradition was to be effected. The Administering Authority must decide, after a careful analysis of all the factors, whether to be timid or bold. Progress was, however, being made; Christianity, for instance, had made tremendous headway, 90 per cent of the population now being Christian. He was optimistic enough to believe that progress in democracy, parallel to progress in Christianity, was feasible, given the will.

18. Noting the lack of political parties in the Trust Territory, except for social clubs, he emphasized that while the latter served a useful purpose, they could not fully replace the former in a Trust Territory with a definite target. The Administering Authority had a moral responsibility to create conditions conducive to the process of democratic development. He would like to see Micronesian central legislative, executive and judicial organs and a uniform system of local government based on universal suffrage established as soon as possible.

19. Much remained to be done in the economic field. The land should belong permanently to Micronesians and it should be equitably distributed in order to raise the present agricultural subsistence level. Subsidies should be granted both to balance the budget and to finance development programmes, such as the indigenous exploitation of marine resources. The Administering Authority was to be commended for encouraging and assisting indigenous business undertakings. He noted with satisfaction that the yen claims had been settled, although contractual claims from Japan were still outstanding.

20. Unless he was mistaken, no information on birth and mortality rates appeared in the documentation. It would be very useful if such data could be provided by the Administering Authority.

21. Mr. CUTTS (Australia) expressed his delegation's appreciation of the valuable reports placed before the Council. The special representative had given the Council useful supplementary information in his replies to questions prompted by the Visiting Mission's report, and he hoped that in due course the Administration would, as was customary, furnish a written commentary.

22. On the subject of education, he had nothing to add to the opinions expressed by the Visiting Mission and UNESCO; he hoped that the Council would commend them to the attention of the Administering Authority.

23. In the matter of social development, his delegation noted with interest the gradual improvement in the status of women, and thought that the Administering Authority was to be congratulated on its success in improving health conditions and on such measures as the proposed BCG vaccination programme. Hospital services were expanding and Micronesian personnel were being employed in the health services in increasing numbers.

24. The Territory's economic situation, however, gave cause for concern. Its budget was constantly in deficit, annual expenditure regularly exceeding revenue, and the situation would deteriorate now that phosphates were no longer to be exported. The Administering Authority had made laudable efforts to improve agri-

cultural production, but it must be recognized that the Territory's agricultural potential was not great and that in any case that sector could contribute little to external trade. There appeared to be some chances of success, however, for the development of the Territory's marine resources. He was sure that the Administering Authority viewed with sympathy the Visiting Mission's suggestion that it might increase its already large contribution to the Territory's income, but more money did not necessarily mean speedier development, and beyond a certain point lavish funds might be an embarrassment and even a hindrance. Moreover, his delegation thought it cynical to suggest, as the Visiting Mission appeared to have done, that the Administering Authority ought to increase its appropriations if only because of the strategic value to it of those islands. However, his interpretation of the Mission's statement in paragraph 316 of its report might be mistaken.

25. Politically, the Territory showed a real and continuous advance. The Administering Authority's policy of patient and cautious encouragement of the people's natural evolutionary tendency was being amply justified. Of course, all the inhabitants did not respond at the same time and in the same way to the stimulus provided, and that was one of the difficulties to be overcome. The Administering Authority was to be congratulated on its voluntary establishment of target dates for the completion of certain stages of the Territory's political development; his delegation could but wish it success in its endeavours, and at the same time express its confidence that the Administering Authority would not permit the achievement of the target dates to interfere with the natural evolution of the Micronesian people.

26. Mr. ROLZ BENNETT (Guatemala) said that his delegation supported the recommendations made by the Visiting Mission in its report.

27. He thought some points in connexion with the development of the political institutions of the Territory and the Administering Authority's plans for a conference of district representatives on Guam required consideration. The organization and selection of the magistrates and municipal councillors varied greatly from district to district. It was to be hoped that the Administering Authority would make increasing efforts to ensure that the municipalities of the different districts were truly representative. That should not be difficult, as many municipalities had already adopted modern and democratic procedures. The success of such efforts would depend on the level of development of the different social groups and also on the degree of responsibility which the Administering Authority would give them in the field of planning and local taxation. If they remained powerless, they would lose their initiative and prestige and would therefore become useless as a political training ground. So far, the Micronesians had taken very easily to a relatively modern and representative municipal structure, except for a few notable exceptions.

28. On the district level, the most important political organs were the congresses and advisory councils, some of which had developed from purely advisory bodies to bodies with certain legislative functions. However, their sessions were too short to leave time for important points to be properly discussed, legislation to be enacted or for their members to gain much experience of political life. The Saipan Congress was an exception, as it was to hold twelve regular and twenty-four special meetings a year.

29. Furthermore, there were no congresses in Truk, Rota or Yap. That was perhaps understandable in the cases of Rota, which had only recently become a district, and Yap, which clung to its traditional forms of social organization, but Truk appeared to have reached a stage where the Council of Magistrates could be converted into a congress. The population of Rota also had reached a degree of political maturity at which it should have a congress.

30. The Administration had announced that it was planning a meeting of district representatives in Guam in the near future for the purpose of discussing administrative and territorial problems. If the meeting was to be useful in giving the Micronesians some political experience and developing a territorial consciousness among them, certain steps must be taken.

31. First, the meeting of district representatives should be co-ordinated with the inter-district conference planned in the near future. Both were steps towards the establishment of a political body representing the whole Territory, and that did not emerge clearly from the Administration's plans. Secondly, the representatives to the district meeting should be selected so as to ensure continuity of thought with those who would be attending the inter-district conference. The selection should therefore be made in consultation with the congresses and other local representative bodies and not by the district administrators, as the Administration proposed. The special representative should find such a solution satisfactory, as he had stated that the delegates to the inter-district conference should be really representative of their districts. For the political education of the Micronesians to be satisfactory, contact with administrative problems and government departments was not enough: they must understand the meaning and functioning of democratic bodies. The Administration did not appear to be planning anything of that kind, however. Thirdly, the Directors of Education and Public Health should attend the meeting of district representatives to answer questions on the functioning of their departments.

32. The division of the Marianas into the Districts of Saipan, which was administered by the naval authorities, and Rota, administered by the civil authorities, was anomalous. Both the naval and the civil authorities maintained that co-ordination between them was entirely satisfactory, but it was doubtful whether that really was so. For example, the board of naval officers which had been considering shipping between the Marianas and Guam did not comprise a single representative of the civil Administration. A representative of the civil Administration had been present at the meetings of the board, but that was not enough, as was proved by the mere fact that the civil Administration had not yet received the board's report, which was still in the hands of the naval authorities. He did not wish to go into the security considerations which had dictated the decision to place part of the Marianas under naval administration, but he felt that the Administering Authority should explore the possibility of bringing the entire Territory under the civil government. He supported the Visiting Mission's recommendation on that point (T/1255, para. 307).

33. The drafting committee would have to consider what progress had been made in the achievement of self-government by the inhabitants of the Territory, in conformity with the General Assembly and Trusteeship Council resolutions on that point.

34. The political and social development of the Territory depended on its economic development. The Administering Authority had drawn up a programme for the improvement of agricultural production, both for local consumption and for export. The marine resources were the richest and could be developed for the benefit of the Micronesians with the assistance of the Administering Authority as had been pointed out by the Palauan member of the United States delegation at the 709th meeting. In that connexion, the Visiting Mission's recommendation that the Administering Authority should increase its appropriations (T/1255, para. 316) was particularly important. In view of the fact that the islands were of strategic importance to the Administering Authority, it should take the trouble to develop the fishing industry for the benefit of the inhabitants. The Administering Authority had already stressed its determination to protect the Territory's resources. It should be possible to use the resources of both the Territory and the Administering Authority to expand the output of fisheries for which there were good marketing possibilities. Furthermore, active consideration could be given to the possibility of allowing commercial firms to help develop the fisheries resources in co-operation with the inhabitants of the Territory and possibly with the Administering Authority, under the supervision of the latter. Experience had shown that mixed companies, financed by private and public capital, could achieve satisfactory results if the interests of all the parties were adequately safeguarded. The trading companies operating in the Territory, which had been formed with local capital, had already accumulated some reserves, which could be invested in a mixed company of the kind he had suggested. However, the Administering Authority would be obliged to invest greater sums than it had so far planned in order to provide the capital equipment and investment required. Considerable sums would be required also to solve the present transport difficulties of the Territory, which were hampering commercial development. As the Territory progressed and its needs increased, increasing amounts would be needed for investment, which the Territory could not provide out of its own limited resources. The Administering Authority must also budget for an increase in recurrent expenditure.

35. The Administering Authority was to be congratulated on its educational policy, which was well adapted to the needs of the Micronesians. It was expensive, as it involved the employment of a large number of well-trained teachers and the preparation of special educational materials, but it was very effective. However, if the educational policy was to achieve its purpose, larger funds would be required, as more staff was needed for the training of teachers, and more educational materials must be produced. The primary schools of the Territory were supported by the municipalities, whose resources were very limited. Although it was advisable to give the municipalities that responsibility, they could not be expected to bear the resulting financial burden: In paragraph 6 of its observations, UNESCO pointed out that only one-quarter of the Territory's expenditure was covered by local revenue and that that fact must be borne in mind when considering the cost of education. The Guatemalan delegation strongly supported the recommendation made by the Visiting Mission in paragraph 402 of its report.

36. The Micronesian medical and dental personnel practising in the Territory had all been trained at the Central Medical School, at Suva. The Guatemalan

delegation had already stressed the desirability of providing scholarships to send the most able graduates of that school to complete their training as doctors or dentists at a first class university. There would be no doubt that such a programme would be in the interest of the Territory.

37. The special representative had stated at the previous meeting that the Administering Authority still did not intend, at present, to apply the conventions and recommendations of the International Labour Organisation. In view of the fact that the Pacific Islands were a Trust Territory, that considerable progress had already been achieved by its inhabitants, and that the Administration had already considered the possibility of applying those conventions and recommendations, he wondered whether the Administering Authority might not wish to reconsider its position.

38. The displacement of Micronesians because of nuclear experiments had been a subject of concern to the Council. The Micronesians were extremely attached to their homes and it was therefore gratifying to know that the inhabitants of Rongelap would soon be able to return to their island. He welcomed the statement made by the special representative that they would continue to be under medical supervision on their return. The inhabitants of Bikini, on the other hand, were not in such a satisfactory position. They could not return to Bikini and were still living on Kili, where there was no lagoon and the fishing was less good. He did not see how the Administering Authority's plan of taking small groups of Bikinians to Jahwar was expected to solve the problem. He welcomed the fact that a boat would soon be at the disposal of the Bikinians. His delegation still felt considerable concern about them and it hoped that the Administering Authority would continue to consider how it could best meet their wishes. He welcomed the fact that funds to pay compensation for the land confiscated on Bikini were now available and he trusted that the Administering Authority would take all the circumstances of the case into consideration when calculating the amounts to which the Bikinians were entitled.

39. He paid a tribute to the Acting High Commissioner for his ability and breadth of vision and to Mr. Oiterong, the Superintendent of Schools in Palau, for his serious-mindedness and devotion to his task. As a member of the Visiting Mission, he himself had had the opportunity of appreciating the value of their work.

40. Mr. DE CAMARET (France) congratulated the special representative and the Palauan member of the United States delegation on the contribution they had made to the debate.

41. He paid a tribute to the Administering Authority for the way in which it was acquitting itself of its difficult task. In the political field, the transfer of the Administration's headquarters to Guam had been an undoubted success. That was a move towards more effective administration, but the value of decentralization should not be lost to view. The raising of Rota to the status of a district was a step in the right direction.

42. The different representative bodies established by the Administering Authority were already playing an important role in the Territory. As they were in harmony with the traditions of the Micronesians, the people had accepted them without difficulty and were making smooth progress towards a more modern way of life. It was remarkable that the traditional chiefs had been

progressively replaced by elected bodies without opposition from the inhabitants.

43. He welcomed the Administering Authority's efforts to replace United States officials by indigenous staff, which would ensure a greater community of feeling among the people of the Territory.

44. In the economic field, the most striking fact was still the meagreness of the Territory's natural resources. The picture was not encouraging: agricultural and mineral resources were limited, trade was on a very small scale, owing to an unfavourable balance of payments and a chronic budgetary deficit which could only be offset by large appropriations from the Administering Authority. The lack of communications, which had already been stressed by other representatives, was a further difficulty. However, there were some encouraging factors: the Administering Authority was striving to raise the people's living standard by increasing the Territory's production of copra and other agricultural products. The mechanization of cocoa production should produce substantial profits, which would help to reduce the budgetary deficit.

45. The Council would certainly appreciate at its true value the progress achieved in 1955. The drafting committee should give proper emphasis to the efforts of the Administering Authority, which could not really be appraised without taking into account the geographical, ethnical and historical factors which had held the Territory back until now. There was a long way to go before complete self-sufficiency and a satisfactory trade balance were achieved, so that, for many years to come, the Territory would need the financial and technical assistance which the Administering Authority was now providing.

46. Mr. ARNALDO (United Nations Educational, Scientific and Cultural Organization) was glad to learn from the special representative that the apparent discrepancy, noted in paragraph 11 of UNESCO's observations (T/1254), between the rising child population and the dwindling percentage of school enrolment was due to the improved statistical method used in the Administering Authority's most recent annual reports, which had resulted in more realistic, though lower percentages, rather than to any lack of educational facilities or planning. UNESCO had not been warned of that statistical development and it had therefore been compelled to draw the Council's attention to the phenomenon. He noted the special representative's statement that, while UNESCO had used the more universal range for school age population, namely six to sixteen years, the actual range in the Trust Territory began at eight. It was to be hoped that in time the figure in the Trust Territory would conform to the more universal age of six.

47. Mr. THORP (New Zealand) thought that from the information provided in reports and in answers to questions the Council could be satisfied that things were going well in the Trust Territory of the Pacific Islands. Certain difficulties were inherent in the very geography of the Territory, but the Administration was doing its best to overcome them.

48. In the political field, attention was being centred on the development of local organs of government. The Palau Congress was displaying laudable initiative and enthusiasm. The majority of magistrates were now elected; the next step would be to appoint them to office for longer periods than at present. The main problem would be to link all the separate local organs into a single democratic system, and there was much work to

be done to prepare the inhabitants of the different islands psychologically for unity. In that connexion, his delegation welcomed the news that there would soon be a meeting of leaders of the various communities in Guam, to be followed up later by a further inter-district conference. While agreeing with the Visiting Mission that first place should be given to the development of local political institutions, his delegation believed that it was important to encourage the growth of what might be called a territorial consciousness.

49. Administratively, there had been promising developments: the work of the Directors of Education and Public Health away from headquarters had given them valuable contact with the people, and the results had confirmed the Council's view of the importance of the location of the administrative headquarters in the Trust Territory. The civil service was still not as stable as could be desired but there had been some improvement. A growing number of Micronesians were being appointed to senior posts and it was clearly the Administration's intention gradually to transfer administrative responsibility to the local inhabitants.

50. Communications were, in the nature of things, one of the thorniest problems confronting the Trust Territory. Much had been done, however, in the provision of ships and aircraft and in the conversion of Majuro into a sizable port, to which established shipping lines were already being attracted. He would like to know at a later session what had come of the Administration's tentative plan to subsidize the building of small craft for operation by Micronesians between small islands in outlying areas. On road communications, he had nothing to add to what the United Kingdom representative had said (713th meeting). In the matter of radio communications, the Territory had made a considerable technical advance.

51. The Council should acknowledge the Administration's progress in settling claims for compensation for the use of land in Bikini, Eniwetok and elsewhere, and should mention in its report that yen redemption claims had been met, while bond and postal savings cases would probably be settled before the end of the current year. It was good to learn that the communities receiving those relatively large sums had already planned to invest them in a manner likely to benefit the local economy.

52. In agriculture, the technical services encountered administrative difficulties when so many of the islands were producing cash and subsistence crops. The size of the service appeared more than adequate but a number of the staff had been appointed only recently and the Territory had not yet been able to benefit from their assistance. The transfer to the Trust Territory of the headquarters of the Department of Agriculture would no doubt greatly facilitate matters. He hoped that the introduction of carnivorous snails would soon result in the elimination of the giant African snail and that the efforts being made to eliminate the rhinoceros beetle would also be successful. He felt compelled, in passing, to question the suggestion in paragraph 316 of the Visiting Mission's report that considerations of strategic value should weigh with an Administering Authority; they were surely irrelevant to its assessment of what should be done for a Trust Territory in fulfilment of the objectives of the Charter.

53. His delegation endorsed the view of the Administering Authority that, socially, the people should be left to evolve gradually and that there should be no interference in the social and political organization of

a community unless the well-being of its members or of those of another community were threatened.

54. He noted with satisfaction that the Territory's medical and dental health services were ample and were available to all, and that as a result of vigorous campaigns of vaccination and inoculation a large number of endemic diseases had been virtually eradicated.

55. In the matter of education, there was some reason to doubt whether, at the present stage, municipalities should be left to establish and maintain their own primary schools, but the special representative had made a reassuring statement at the 713th meeting in that respect. The proposal to set up a fund to help poorer municipalities was a good one. His delegation had been impressed to learn of the great number of students attending institutions of higher education outside the Territory. In the matter of vocational education, the difficulties of providing in-service training in a small administration were, of course, great, and some consideration might be given to the recommendation that education specialists should be appointed for that purpose.

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

The meeting was suspended at 3.55 p.m. and resumed at 4.15 p.m.

Mr. Grillo (Italy), Vice-President, took the Chair.

Examination of conditions in the Trust Territory of Nauru:

- (i) Annual report of the Administering Authority for the year ended 30 June 1955 (T/1247, T/1259);**
- (ii) Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1956 (T/1256)**

[Agenda item 4 (c) and 7]

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.

OPENING STATEMENTS

56. Mr. CUTTS (Australia) presented to the Council the Administering Authority's annual report on the Trust Territory of Nauru for the year ended 30 June 1955.² The most noteworthy event during the year had been the visit to the Territory of the United Nations Visiting Mission to Trust Territories in the Pacific, 1956. The Administering Authority had found the Mission conscientious and thorough and considered its report (T/1256) fair and objective. That was not to say, of course, that it could accept without comment all the Mission's observations, and its special representative would have some remarks to make in that connexion in his opening statement.

57. Mr. JONES (Special Representative) said that the Administration welcomed visiting missions to the Trust Territory for a number of reasons, not the least of which was that their coming assisted the Administration in explaining to the people of the Territory the

² Commonwealth of Australia, *Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July 1954 to 30th June 1955*, Canberra, A. J. Arthur, Commonwealth Government Printer. (Transmitted to members of the Trusteeship Council by the Secretary-General under cover of document T/1247.)

aims and activities of the United Nations and the objectives of the Trusteeship System.

58. The report of the 1956 Visiting Mission, which had been received by the Australian delegation in New York only on 11 June, was under study by the competent authorities in Australia and in the Territory, and he hoped it would be possible to present the Administering Authority's formal observations on it at an early date. In the meantime, however, he would touch upon certain matters referred to in the Visiting Mission's report and also draw attention to developments that had taken place up to 31 March 1956.

59. The final draft of the Nauruan community ordinance, which was referred to in part II of the annual report, was now being considered by the Nauru Local Government Council. An earlier draft of the ordinance had been discussed by the Nauru Local Government Council in 1955 and the amendments it had suggested were incorporated in the present draft.

60. The Nauru police force had been reorganized and the new establishment provided for a total strength of fifty-five. In addition to normal police duties, provision had been made for the appointment of Nauruan warders, court orderlies, clerks and fire-fighting personnel. The force continued to be commanded by an Australian, but for the first time two posts of commissioned rank had been established for Nauruans, one for an inspector and the other for a sub-inspector.

61. Elections for the Local Government Council had been held in December 1955. There had been thirty-nine candidates, including one woman, for the nine seats. Six new councillors had been elected and three re-elected. Voting had of course been compulsory. Out of a total of 803 votes cast, only fourteen had been invalid. Rolls for the election had been prepared by the Nauruan Affairs Officer, who was the highest ranking Nauruan in the government service. In order to encourage popular interest in and understanding of the elections, explanations of the responsibilities and duties of councillors and electors and of the "preferential" system of voting had been given by means of circulars distributed to all homes and by articles and announcements in the *Nauru Government Gazette* and in the *Nauru News*, a two-page newspaper published by the Administration.

62. In addition to its other advisory and consultative work, the Local Government Council had, since 1 July 1956, adopted four rules covering the establishment of pounds, control of straying stock, the method of conducting council business and the election of the Head Chief. That was a source of considerable satisfaction to the Administering Authority, since the Council had hitherto been slow to exercise its rule-making functions. For that reason he regretted that the Visiting Mission, in paragraph 35 of its report, had questioned the Council's wisdom in adopting one particular rule. The Visiting Mission's comments would hardly tend to increase the popularity of the Council with the people or encourage the Council in its work. The Local Government Council was at present examining the proposed new Nauruan housing ordinance, which would vest the ownership of houses in the Council and provide for their renting and maintenance, and also the proposed social services ordinance, which provided for old-age, invalid and widows' pensions, child endowment and so on. With the continued encouragement and help of the Administrator, the Council was beginning to exercise its powers and functions, though in a limited way. There seemed no doubt that a real start

had been made. The councillors would gain confidence as time went on, and in the meantime the Administration would continue to extend further powers to the Council as and when it demonstrated its willingness and competence to handle them.

63. In that connexion he drew attention to paragraph 22 of the Visiting Mission's report, which stated that institutions of self-government such as an executive or legislative council enabling the inhabitants to share in the management of their own affairs had yet to be developed. That was a generalization which was hardly borne out by the facts recorded in other parts of the same report. The powers of the Nauru Local Government Council could not, of course, be compared with those of legislative bodies in independent States, but they were by no means insignificant. The Mission itself stated in paragraph 29 of its report that the establishment of the Council on a statutory basis "was definitely a step forward in the development of local self-government". Other facts cited in paragraphs 31 and 33 of the Visiting Mission's report indicated clearly that the Local Government Council was an institution through which the Nauruans were enabled to play an increasing part in the management of their own affairs. As a further example of the Administering Authority's policy, steps were being taken, in accordance with the suggestion made in paragraph 39 of the Mission's report, to see whether the Local Government Council could be given the opportunity of studying the territorial budget in some form.

64. In paragraph 38 of its report, the Visiting Mission raised the question whether the revenues at present available to the Council were adequate and suggested that it should be empowered to levy some rates. In fact, however, the revenue available to the Council was not all being spent. For the current financial year, for example, it was estimated that the Council's total revenue would be £22,270, including £5,770 carried forward from the 1954-1955 financial year. The Council's problems derived from lack of experience rather than lack of funds. At the same time, the Administering Authority was by no means unsympathetic to the Visiting Mission's suggestion that the Council should be empowered to levy rates and taxes, and action was even now being taken to amend the Local Government Council Ordinance to give the Council those powers.

65. The proposed new judiciary ordinance, designed to establish a clear distinction between the executive and the judiciary, which was referred to in chapter VII of part V of the annual report, had reached the final drafting stage.

66. For the period 1 July 1955 to 31 March 1956, 1,104,700 tons of phosphates had been shipped. Present proposals provided for an increased production totalling 1,600,000 tons per year. To reach that figure, a second cantilever and other installations would be constructed over a period of three years, and it was estimated that the life of the phosphate deposits would be reduced to approximately forty years as a result. Those plans, and their significance to the Nauruan community, had been explained to the Nauru Local Government Council.

67. On 31 March 1956, £10,157 had stood to the credit of the Nauru Royalty Trust Fund, £187,314 to the credit of the Nauruan Landowners Royalty Trust Fund and £165,724 to the credit of the Nauruan Community Long Term Investment Fund. The total sum paid to Nauruan landowners for the period 1 July 1955 to 31 March 1956 had amounted to £54,225. Payments to or for the direct benefit of the Nauruan people, which

up to 30 June 1954 had totalled over £646,000, had on 30 June 1955 increased to more than £748,000, and a still greater rate of increase was shown for the nine months ended 31 March 1956. The Mission's estimate that the Long Term Investment Fund would amount to about £1,500,000 in the year 2,000 A.D. must be regarded as a very substantial under-estimate, since it neglected the compounding of interest over a period of fifty-three years.

68. He was not clear what the Visiting Mission had had in mind in expressing the belief that fuller information about the activities of the British Phosphate Commissioners would enable the Trusteeship Council better to appreciate the administrative problems in Nauru. All possible information concerning administrative problems in the Territory was submitted regularly to the Council and made freely available to its visiting missions. The Mission had also stated that in the absence of information about the costs and earnings of the phosphate industry in Nauru or of certain other factors it was not in a position to judge what was a fair rate to be paid on behalf of Nauruans. The Mission had felt however that Nauruan requests for higher royalty payments deserved consideration and that emphasis should be placed mainly on the building up of an adequate fund to meet the cost of plans for the future well-being of the community.

69. The annual reports submitted by the Administering Authority showed clearly that the Nauruan people were receiving, and would continue to receive, many tangible benefits from the enterprise of the British Phosphate Commissioners. In that connexion the Visiting Mission had commented that the mining of phosphate had brought to the Nauruans greater prosperity and greater social services than were enjoyed by any other community of similar size in the Pacific region. The Council was aware that royalty rates had been voluntarily increased from time to time and a proposal by the Nauru Local Government for further increases was being given sympathetic consideration. Strictly speaking the matter was one between the Nauruans and the British Phosphate Commissioners. The manager of the British Phosphate Commissioners had agreed to consider proposals for further increases and the Administrator has been requested to assist the Nauruans in the preparation of their case. Whatever funds were needed for the possible future resettlement of the Nauruan people would be forthcoming as and when required and all the necessary assistance, whether in the form of special training or of technical assistance and advice, would be provided.

70. With regard to the subsidiary question of whether the Trusteeship Council received sufficient information about the operations of the British Phosphate Commissioners, the Administering Authority's position was clear. The Council was fully entitled to information concerning the quantity of phosphate produced on the island and its destination and value, and that information was submitted to the Council. It was to be found in appendix VII and appendix XIII of the annual report. The Administering Authority felt that in providing that information it was fully complying with article 5 of the Trusteeship Agreement. The British Phosphate Commissioners operated not only in Nauru but also in Ocean Island and Christmas Island, which were not the concern of the Trusteeship Council, and it would be impracticable to present completely separate information relating to Nauru phosphates alone. The Administering Authority could not emphasize enough its belief that the Council did not need such information

and the disclosure of confidential accounts of the Commissioners in order to perform its task effectively. The royalty rates paid to or for the direct benefit of the Nauruans were in no way dependent on or influenced by the prices received for phosphate.

71. Notwithstanding the doubts implied by the Visiting Mission in paragraph 23 of its report, the Administration of the Territory was not subordinate to the British Phosphate Commissioners. The Commissioners operating in Nauru controlled no one but their own employees and certainly not the Administration of the Territory. The Commissioners' operations were under the direct control of the Administration and were subject to all the legislation of the Territory and not solely to labour legislation. Though naturally free as far as their technical operations were concerned, they were subjected to a number of restrictions; for example under the Lands Ordinance 1921-1951 the Administrator alone was empowered to determine what lands were to be classed as phosphate-bearing lands. The budgetary independence of the Administration was complete.

72. The question whether the airstrip or any part of it could be returned to the owners or made available for community use would depend on the decision to be taken by the Administering Authority on whether an aerodrome was needed on the island.

73. Paragraphs 91 and 92 of the Mission's report might give the impression that the £15,000 paid for the provision of furniture for the housing project was the only payment that had been made in respect of war damage claims. He would therefore like to make it clear that 350 houses had been built under the Nauru housing scheme, at a cost of more than £300,000, to replace lower standard houses destroyed during the war.

74. In his opening statement at the sixteenth session (612th meeting) he had mentioned the Administering Authority's intention of establishing an experimental farm in the Territory. So far all efforts to locate a sufficient supply of water had failed and there was now some doubt whether it could be found on the island. Investigations were continuing. It was in the light of those facts that the Visiting Mission's comment that "the first experimental farm... had not passed beyond the planning stage" (T/1256, para. 60) should be read.

75. With regard to the ultimate destiny of the Nauruan people, one of two courses would have to be adopted; either means must be found to enable them, or most of them, to remain on the island without reducing their high living standards, or alternatively, they must be resettled elsewhere in circumstances which would enable those living standards to be maintained. The documentation before the Council showed what steps were being taken with a view to the first alternative. As for the second alternative, the search for a suitable area where the Nauruans might eventually be settled had continued but of the five areas so far investigated none was entirely suitable. The Administration was now giving consideration to three other areas which would be investigated as soon as possible. A new development was the growing tendency among the people to favour total resettlement in Australia rather than in New Guinea or thereabouts. That suggestion would be given full consideration. The question of resettlement was hedged about with difficulties, not the least of which was that of finding land where the Nauruans could continue to exist as a separate community. He emphasized again, as he had done at previous sessions, that it was the policy of the Administering Authority

to consult the Nauruans themselves. The Visiting Mission's suggestion that a joint consultative body should be established for the purpose would of course receive consideration in the continuing review of the matter in the light of developments.

76. The Administering Authority was glad to report that the Movement of Natives Ordinance had been repealed with effect from 20 October 1955. No serious trouble had resulted so far, but the Nauru Local Government Council was still somewhat apprehensive on account of the movement at night of immigrant workers in the various districts. To allay those apprehensions, police patrols has been strengthened, and that practice would be continued until all concerned had become accustomed to the new arrangement.

77. The new Administration hospital building, which would be ready for occupation by the end of October 1956, would provide forty-eight beds and would include a mental ward and an isolation ward. The new building would provide up-to-date facilities of which any community of comparable size would be justly proud. Considerable improvements had been effected at the Hanseide Hospital including a new dining room and kitchen block.

78. The position of dental officer had now been filled and a full dental service was once again available to all sections of the community. A dental inspection programme covering all school children had been introduced. The number of public health personnel had increased to thirty-two, consisting of a European director, dentist matron and mothercraft nurse, and twenty-eight Nauruans, including four assistant medical practitioners trained in Fiji. With recent encouraging developments in the field of education, Nauruans might soon for the first time receive university training which would ultimately qualify them for appointment to the senior professional positions now occupied exclusively by European personnel in the health services.

79. There had been a gratifying response by the community to the work of the mothercraft nurse. Of the 109 Nauruan births during the year, 106 had been at the Administration hospital.

80. The filariasis survey instituted in May 1954 had been completed during the year. It had shown only 6.8 per cent positive microfilaria carriers compared to 36.1 per cent in 1932 and 17.8 per cent in 1950. Since January 1955 the Health Department had been gathering statistical information on the prevalence of tuberculosis and it was expected that all positive cases would be receiving treatment within a year.

81. The Visiting Mission stated in paragraph 103 of its report that, as a result of a strike by 182 Nauruan employees of the Administration in 1953 the minimum wage for an adult male had been increased. He pointed out that that statement was not entirely correct and read to the Council an extract from his opening statement at the 535th meeting, at the fourteenth session, in which he had fully explained the position.

82. In the field of educational advancement, the Administration's basic and unchanging policy was not only to provide for conventional education but to ensure that the Nauruans were equipped with such technical and other knowledge and experience as would facilitate their fullest possible participation in the administration of the island and their future economic well-being if and when they were resettled elsewhere. The implementation of that policy, however, naturally depended as much on the latent capacity, initiative and energy of the Nauruans themselves as upon the stimu-

lus and training facilities made available by the Administering Authority.

83. The first stage of the new consolidated primary school was nearing completion and three classrooms were now occupied. The new public library building was also practically completed.

84. The training of teachers remained the central problem of education in the Territory. In an effort to improve the standard of the Nauruan staff, lessons in English for teachers were provided, a vacation school for teachers was held during the Christmas holidays and individual guidance was given in the Administration primary school. Three European teachers were engaged full time in that work. The age-grade tables for the years 1952-1956 showed that retardation continued to decrease. Another encouraging sign was the number of overseas students who had now successfully completed public examinations in Australia. They included three leaving certificates, twenty-one intermediate certificates and one junior technical certificate. In Australia the intermediate certificate was normally taken after three years of secondary school education. The leaving certificate was the final examination on the completion of five years of secondary education and was the usual qualification for admission to an Australian university. Two Nauruan boys had obtained the intermediate certificate after only two years in Australia. It was expected that during the next few years greater advantage would be taken of the scholarship scheme established to enable Nauruans who successfully completed their secondary education to go on to university and other post-secondary education. Opportunities for tertiary education had been offered to all Nauruan students who passed the leaving examination.

85. Another important step had been the introduction of a cadet scheme under which selected Nauruans would be trained for administrative positions in the public service and the Nauru Local Government Council. Four cadetships had already been created—in teaching, administration, accounting and local government. The minimum qualifications required of candidates was the intermediate certificate.

86. In paragraph 44 of its report the Visiting Mission referred to a suggestion by the Nauru Local Government Council that Nauruans holding subordinate positions could be trained to take over such positions as works supervisor, radio officer and director of police. He had already mentioned the new positions established for commissioned police officers. With regard to the radio officer, the official whom the Nauru Local Government Council wished to see appointed to the post was not qualified for it. He had been sent to Australia some three years previously, where he had qualified for

his present post, and he had recently been offered a further opportunity to train in Australia at no cost to himself, but he had failed to take advantage of that offer. The qualifications required were of an international standard and could not be varied to suit the needs of individuals.

87. In paragraph 46 the Visiting Mission suggested that the morale and efficiency of the Nauruans in the public service might be improved by the provision of more favourable conditions of service and the necessary incentives, including security of tenure and superannuation benefits. The Administering Authority appreciated the importance of those considerations and in that connexion he drew attention to part V, chapter 4, of the annual report. The details of the new Public Service Ordinance were now being considered by the Administrator.

88. In paragraph 47 of its report the Visiting Mission stated that the Commonwealth Public Service Board had recently decided to link the overseas staff in Nauru with the staff in the Northern Territories. The situation was that consideration was being given to the possibility of linking overseas staff in Nauru with overseas staff in other territories in a composite territorial service, a measure which would widen the field from which Nauru could draw personnel.

89. The Nauru secondary school courses had been adjusted to the syllabus of the University of Melbourne intermediate examination, but new subjects were being incorporated which would lead to two additional examinations. They were the Victorian Junior Technical Certificate and the Victorian Intermediate Technical Certificate. That fact emphasized the technical side of the school's activities and was consistent with the recommendations made by Mr. E. P. Eltham, Director of Industrial Training in the Commonwealth Department of Labour and National Service, who had visited Nauru in 1954 to survey the employment field and the methods used in the training programme.

90. The prospect that a substantially greater number of Nauruans would complete their secondary education within the next few years was a new and gratifying development. It was expected to lead to a cumulative improvement in the quality of the Nauruan teaching staff in the Territory and to better education in the Territory as a whole. No less important in the Administration's view was the possibility that significant numbers of pupils would prove willing and competent to embark upon tertiary education and to fit themselves for positions of increasing responsibility in the administration and development of their own country.

The meeting rose at 5.10 p.m.