

UNITED NATIONS

TRUSTEESHIP COUNCIL

OFFICIAL RECORDS

FOURTEENTH SESSION

(Held at Headquarters, New York)

2 JUNE - 16 JULY 1954

NEW YORK

INTRODUCTORY NOTE

These Official Records include the corrections to the provisional records which were requested by the delegations, and such drafting and editorial modifications as were considered necessary.

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

Certain documents relating to each agenda item are published as annexes. These annexes are printed in separate fascicules, one to each agenda item.

A check list of all documents mentioned in the records of the fourteenth session of the Council, indicating where they can be found, is contained in this prefatory fascicule.

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DELEGATIONS

MEMBERS OF THE COUNCIL

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Alternate Representative

Mr. A. H. Loomes

Special Representative for New Guinea

Mr. J. H. Jones, Director, District Services and Native Affairs of the Administration of Papua and New Guinea

Adviser

Mr. J. D. Petherbridge

BELGIUM

Representative

Mr. Pierre Ryckmans, Honorary Governor-General of the Belgian Congo

Alternate Representative

Mr. Robert Scheyven

Adviser

Mr. Daniel Massonet

CHINA

Representative

H. E. Mr. Shih-shun Liu, Ambassador

Alternate Representative

Mr. Yu-wan Liu

Adviser

Mr. H. K. Yang

EL SALVADOR

Representative

H. E. Mr. Miguel Rafael Urquía, Ambassador Extraordinary and Plenipotentiary, Permanent Representative to the United Nations

Alternate Representatives

Mr. Carlos Serrano García, Alternate Representative to the United Nations

Mr. Rafael Eguizábal, Secretary of Embassy

Mr. Roberto E. Quirós, Secretary of Embassy

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Representative

Mr. Léon Pignon, Gouverneur Général de la France d'Outre-Mer

Advisers

Mr. Pierre Ordonneau, Counsellor of Embassy, Permanent Delegation to the United Nations

Mr. Francis Huré, Counsellor of Embassy, Permanent Delegation to the United Nations

Mr. Frédéric Max, Counsellor of Embassy, Ministry of Foreign Affairs

HAITI

Representative

H. E. Mr. Max H. Dorsinville, Ambassador Extraordinary and Minister Plenipotentiary, Alternate Representative to the United Nations

INDIA

Representative

Mr. Rajeshwar Dayal, Envoy Extraordinary and Minister Plenipotentiary, Permanent Representative to the United Nations (to 17 June 1954)

Mr. V. K. Krishna Menon, M.P. (from 17 June 1954)

Advisers

Mr. Avtar Singh

Mr. R. Jaipal

Mr. R. Bhandari

NEW ZEALAND

Representative

H. E. Mr. Leslie Knox Munro, Ambassador Extraordinary and Plenipotentiary, Permanent Representative to the United Nations

Alternate Representatives

Mr. A. R. Perry, Counsellor, Permanent Delegation to the United Nations

Mr. J. V. Scott, Second Secretary, Permanent Delegation to the United Nations

Special Representative for the Trust Territory of Western Samoa

Mr. P. K. Edmonds, Special Assistant to the High Commissioner of Western Samoa

SYRIA

Representative

Mr. Rafik Asha, Envoy Extraordinary and Minister Plenipotentiary, Permanent Representative to the United Nations

Alternate Representatives

Mr. Salah Eddine Tarazi, Counsellor of Embassy

Mr. Najmudinne Rifai

Adviser

Mr. Muhammad H. El-Farra

UNION OF SOVIET SOCIALIST REPUBLICS

Representative

Mr. S. K. Tsarapkin, Envoy Extraordinary and Minister Plenipotentiary, Deputy Permanent Representative to the United Nations

Advisers

Mr. M. M. Sumskoj
Mr. V. I. Oberemko

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IRELAND

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manent United Kingdom Representative on the
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Mr. Dwight Heine

*Special representative for the Trust Territory of the
Pacific Islands*

Mr. Frank E. Midkiff

NON-MEMBER STATES REPRESENTED IN ACCORDANCE WITH THE RULES OF PROCEDURE OF THE COUNCIL

ITALY ¹

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Observer to the United Nations

Alternate Representative

Mr. Guerino Roberti, Counsellor of Legation

Special Representatives

H. E. Mr. Enrico Martino, Ambassador, Administra-
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Mr. Marcello Mochi, Secretary of Legation

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Representative

Mr. Edmundo de Holte Castello, Envoy Extraordi-
nary and Minister Plenipotentiary
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Mr. Kamal Eddine Salah

PHILIPPINES ²

Representative

Mr. Salvador P. Lopez (to 21 June 1954)
Mr. Delfin R. Garcia (from 21 June 1954)

REPRESENTATIVES OF SPECIALIZED AGENCIES

INTERNATIONAL LABOUR ORGANISATION

Representative

Mr. G. Dunand

FOOD AND AGRICULTURE ORGANIZATION OF THE
UNITED NATIONS

Representative

Miss Alticia Baños

UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND
CULTURAL ORGANIZATION

Representatives

Mr. Solomon V. Arnaldo
Mr. Marcel Destombes

WORLD HEALTH ORGANIZATION

Representative

Dr. R. L. Coigny

Alternate Representative

Dr. Mabel S. Ingalls

¹ Administering Authority for the Trust Territory of Soma-
liland under Italian administration.

² States members of the United Nations Advisory Council
for the Trust Territory of Somaliland under Italian Adminis-
tration.

AGENDA

1. Adoption of the agenda.
2. Report of the Secretary-General on credentials.
3. Election of the President and the Vice-President.
4. Examination of annual reports of Administering Authorities on the administration of Trust Territories:
 - (a) Somaliland under Italian administration, 1953;
 - (b) Western Samoa, 1953;
 - (c) New Guinea, year ended 30 June 1953;
 - (d) Nauru, year ended 30 June 1953;
 - (e) Trust Territory of the Pacific Islands, year ended 30 June 1953.
5. Examination of the petitions listed in the annex to the agenda.
6. Arrangements for a periodic visiting mission to Trust Territories in East Africa.
7. Administrative unions affecting Trust Territories: reports of the Standing Committee on Administrative Unions.
8. General procedure of the Trusteeship Council:
 - (a) Report of the Standing Committee on Petitions;
 - (b) Supplementary information for the examination of annual reports: proposal by Syria.
9. Report of the Committee on Rural Economic Development of the Trust Territories.
10. General Assembly resolution 750 (VIII): The Togoland unification problem.
11. General Assembly resolution 752 (VIII) and Trusteeship Council resolution 866 (XIII): Attainment by the Trust Territories of the objective of self-government or independence: report of the Secretary-General.
12. General Assembly resolution 757 (VIII): Petitions from the Ngoa-Ekéle Community, Cameroons under French administration, concerning adjustment of their land complaint.
13. General Assembly resolution 789 (VIII): Control and limitation of documentation.
14. General Assembly resolution 751 (VIII): Revision of the Questionnaire relating to Trust Territories: interim report of the Sub-Committee on the Questionnaire.
15. Educational advancement in Trust Territories: report of the Secretary-General on offers of fellowships, scholarships and internships for inhabitants of Trust Territories made in pursuance of General Assembly resolutions 557 (VI) and 753 (VIII).
16. Provision of information on the activities of the United Nations in Trust Territories: report of the Secretary-General on the implementation of Trusteeship Council resolution 36 (III) and General Assembly resolution 754 (VIII).
17. Adoption of the report of the Trusteeship Council to the Security Council.
18. Adoption of the report of the Trusteeship Council to the General Assembly.

ANNEX

LIST OF PETITIONS RECEIVED BY THE SECRETARY-GENERAL AND CIRCULATED TO MEMBERS OF THE TRUSTEESHIP COUNCIL

A. *Petitions to which the established procedure is applicable*

<i>Petitioners</i>	<i>Document No.</i>
<i>Tanganyika</i>	
1. Mr. A. J. Siggins	T/PET.2/163 and Add.1 to 3 *
2. Mr. A. Watts	T/PET.2/166*

The Cameroons under British administration and the Cameroons under French administration

- | | |
|---|----------------------|
| 3. Mr. Victor Njale | T/PET.4 and
5/1 * |
| 4. Chairman of the Central Committee of the Union des Populations du Cameroun at Bandjoun | T/PET.4 and
5/2 * |

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

<i>Petitioners</i>	<i>Document No.</i>
<i>Cameroon under French administration</i>	
5. Mr. Abraham Ewo	T/PET.5/161
6. Mr. Issah Njoya	T/PET.5/174
7. Mr. Njiyangouo Soulémanou	T/PET.5/184
8. The representatives of the Ngoa-Ekélé Community	T/PET.5/197 and Add.1
9. The Syndicat des Employés des Exploitants Forestiers of Messondo	T/PET.5/219
10. Mr. Batind Makon Paulin	T/PET.5/222
11. Mr. Antoine Edmond Lictarde	T/PET.5/223
12. Mr. Emmanuel Bayiha and others	T/PET.5/224
13. The Assemblée Générale des Chômeurs du Cameroun	T/PET.5/225
14. Mr. J. Emile Kohn	T/PET.5/226
15. A group of assistant teachers	T/PET.5/227 and Add.1 to 3 *
16. Mr. Joël Kouang	T/PET.5/228 and Add.1
17. The Association des Chômeurs de la Région Sanaga-Maritime	T/PET.5/229
18. The Syndicats de Petits Planteurs de Ndangang, Komo, Mvoua, Ngoya et Nkol-Kougda	T/PET.5/230*
19. The Union des Populations du Cameroun, Yaoundé Section	T/PET.5/231
20. The Secretary-General of the Union des Populations du Cameroun	T/PET.5/232
21. Inhabitants of the village of Beng-Nyong	T/PET.5/233*
22. The Bureau du Comité de Base de l'Union des Populations du Cameroun at Song Mandeng	T/PET.5/234*
23. The Central Committee of the Union des Populations du Cameroun at Bandjoun	T/PET.5/235
24. The Bureau du Comité de l'Union des Populations du Cameroun at Batoufam	T/PET.5/236*
25. The Chairman of the Union des Populations du Cameroun	T/PET.5/237
26. The Union des Populations du Cameroun, Central Committee of New-Bell	T/PET.5/238
27. The Union des Populations du Cameroun, Branch of Mbal-mayo	T/PET.5/239
28. Mr. Daniel Deno	T/PET.5/240
29. Mr. Pierre Yem Mback	T/PET.5/241 and Add.1 *
30. The Association Amicale des Chefs Traditionnels de la Région Bamiléké	T/PET.5/242
31. The Union des Populations du Cameroun, Branch of Bafoussam	T/PET.5/243
32. The Secretary-General of the Central Committee of Njombe	T/PET.5/244

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

<i>Petitioners</i>	<i>Document No.</i>
<i>Cameroon under French administration (continued)</i>	
33. Mr. Théodore Matip	T/PET.5/245 and Add.1
34. The Secretary-General of the village of Mboebo	T/PET.5/246 and Add.1
35. The Union des Populations du Cameroun, Central Committee of Manjo	T/PET.5/247
36. The Vice-President of the Union des Populations du Cameroun	T/PET.5/248
37. Mr. Félix Song	T/PET.5/249
38. The Vice-Chairman of the Union des Populations du Cameroun	T/PET.5/250*
39. Mr. J. Emile Goueth and others	T/PET.5/251*
40. The Chairman of the Central Committee of the Union des Populations du Cameroun at Boumnyebel	T/PET.5/252*
41. The Secretary of the Comité de Base de l'Union des Populations du Cameroun of Boumnyebel	T/PET.5/253*
42. The Association of the Women of Eséka	T/PET.5/254*
43. The Bureau of the Mungo Regional Section of the Union des Populations du Cameroun	T/PET.5/255*
44. The Secretary of the Committee of Bogso-Ilanga	T/PET.5/256*
45. Mr. Siméon Kamgang	T/PET.5/257*
46. The Secretary-General of the Union des Populations du Cameroun	T/PET.5/258
47. Mr. Frédéric Ebongué Essoh	T/PET.5/259*
48. The Bureau de l'Union des Populations du Cameroun	T/PET.5/260*
49. The Union des Populations du Cameroun, Ngonga-Ndogbian-ga Committee	T/PET.5/261*
50. The Chairman of the Association of the Veterans of the Bamiléké Region	T/COM.5/L.26/Add.1*
51. The Bureau de l'Union des Populations du Cameroun	T/COM.5/L.29 and Add.1
52. Mr. Pierre Simon Nkén Tchallé	T/COM.5/L.30
53. The Union des Populations du Cameroun, Central Committee of Bafang	T/PET.5/L.13*
54. Mr. Emile J. Kohn	T/PET.5/L.17
55. Mr. Abel Kingué	T/PET.5/L.19
56. The representatives of various Bamiléké villages	T/PET.5/L.20*
<i>Togoland under British administration</i>	
57. The Secretary, Convention People's Party	T/PET.6/329 and Add.1
58. The Dagomba District Council	T/PET.6/330

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

<i>Petitioners</i>	<i>Document No.</i>
<i>Cameroons under French administration (continued)</i>	
59. The Buem Krachi District Council	T/PET.6/331 and Add.1
60. Paramount Chiefs, Chiefs and Elders of the Nawuris and Nanjuros	T/PET.6/332
<i>Petitions concerning Togoland under British administration and Togoland under French administration</i>	
61. Chief Alphonse Avogbedo Gbede and inhabitants of Gape-Atsave	T/PET.6 and 7/L.12
<i>Togoland under French administration</i>	
62. Mr. Augustino de Souza, General Chairman of the Comité de l'Unité Togolaise	T/PET.7/350 and Add.1 to 5
63. The Secretary-General of the Togoland Congress	T/PET.7/351 and Add.1 and 2
64. The President of Juvento	T/PET.7/352
65. Mr. J. K. A. Quashie	T/PET.7/353
66. The President of Juvento	T/PET.7/354 and Add.1 to 4
67. Mr. Christian A. Kuwame	T/PET.7/357
68. Mr. Paul Y. Agbétété	T/PET.7/359
69. Mr. Joseph Firmin Abalo	T/PET.7/360
70. Mr. Georges Kitty Koudayor	T/PET.7/361
71. Messrs. Alfa Yaya and El Hadj Issa	T/PET.7/362
72. Mr. Justin Doe Bruce	T/PET.7/363
73. Mr. André Tougnon	T/PET.7/364*
74. The Executive Committee of the Association of Togolese Students in France	T/PET.7/365
75. Mr. Gilbert K. Abhey	T/PET.7/366
76. The General Chairman of the Comité de l'Unité Togolaise	T/PET.7/367 and Add.1 and 2
77. Mr. Paul Y. Agbétété	T/PET.7/368
78. The Vice-President of Juvento	T/PET.7/369 and Add.1*
79. The General Secretary of the All-Ewe Conference	T/PET.7/370
80. Chief Grégoire Amouzou	T/PET.7/371 and Add.1
81. Mr. Aboki Sodjehoun	T/PET.7/372
82. Mr. Michihoun Ayikoue	T/PET.7/373
83. Mr. Christophe K. Martelot	T/PET.7/374
84. The Regional Secretary, Togoland Congress, Branch of Borada	T/PET.7/375*
85. Mr. Taerou Dorego	T/PET.7/376*
86. The National Chairman of Juvento	T/PET.7/377*
87. Mr. Nicodeme A. Amegah	T/PET.7/378*
88. Mr. Nicodeme A. Amegah	T/PET.7/379*
89. Mr. Nicodeme A. Amegah	T/PET.7/380*
90. The National Chairman of Juvento	T/PET.7/381*
91. Mr. Daniel J. Ajavon	T/PET.7/382*

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

<i>Petitioners</i>	<i>Document No.</i>
<i>Cameroons under French administration (continued)</i>	
92. The National Chairman of Juvento	T/PET.7/383*
93. Members of Juvento attending a private meeting	T/COM.7/L.13
94. The Chairman of the Women's Division of the Comité de l'Unité Togolaise	T/PET.7/L.6*
95. Mr. A. Isidore Sedo	T/PET.7/L.7*
<i>The Trust Territory of the Pacific Islands</i>	
96. Mr. Carlton J. Siegler, President, Exporta, Inc.	T/PET.10/26
97. Mr. Martin R. Haase	T/PET.10/27
98. The Marshalllese people	T/PET.10/28
<i>Somaliland under Italian administration</i>	
99. Messrs. Tahir Sciakur Hussen and Herzi Guled Farah	T/PET.11/382 and Add.1
100. Nur Elmi Giavane, Nur Elmi Mohamud and others	T/PET.11/383
101. Mr. Ahmed Mohamood	T/PET.11/384
102. Messrs. Herzi Guled, Haji Abdullahi Issa and others	T/PET.11/385*
103. Mr. Mohamed Hassan Mohamed and others	T/PET.11/386
104. Mr. Qaid Ahmed Othman	T/PET.11/387
105. Mr. Mussa Mahad Barre and others	T/PET.11/388*
106. Mr. Mohamed Gial Abkar	T/PET.11/389
107. Representatives of the Averghedir-Saad tribe	T/PET.11/390
108. Leaders of the Abgal people	T/PET.11/391
109. Mr. Mohamed Hassan Yousuf	T/PET.11/392
110. Mr. Abdi Razak Haji Ahmed Mohamed	T/PET.11/393 and Add.1 and 2*
111. Mr. Aden Mohamed Jama	T/PET.11/394
112. Messrs. Ali Osman Haji Mohamed, Omar Jusuf and others	T/PET.11/395
113. Mr. Mussa Said Aves and others	T/PET.11/396
114. The General Committee for Educational and Cultural Affairs in Somaliland	T/PET.11/397*
115. Chiefs and notables of the Arab community of Baidoa	T/PET.11/398
116. Chiefs, notables and leaders of the Arab community of Baidoa	T/PET.11/399
117. Mr. Haji Abdullahi Hussen	T/PET.11/400*
118. Representatives of the Arab community of Baidoa	T/PET.11/401
119. The Somali Youth League, Branch of Chisimaio	T/PET.11/402
120. Mr. Ismail Ran Gutale	T/PET.11/403
121. Mrs. Cutubei Addo' Daut	T/PET.11/404
122. Mr. Abdo El Shafei, Sheikh Abdo Ali and others	T/PET.11/405
123. Messrs. Islam Mohamed Mussi, Haji Mohamed and others	T/PET.11/406 and Add.1 and 2

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

<i>Petitioners</i>	<i>Document No.</i>	<i>Petitioners</i>	<i>Document No.</i>
<i>Cameroons under French administration (continued)</i>		<i>Cameroons under French administration (continued)</i>	
124. Messrs. Mohamed Giama Hassan, Abdurahman Haji and others	T/PET.11/407	151. The Union des Populations du Cameroun, Committee of the Elig-Belibi Section of Yaoundé	T/PET.5/L.18
125. Members of the Somali Intelligent Secret News Agency	T/PET.11/408	152. The Secretary of the Central Committee of the Union des Populations du Cameroun of M'balmayo	T/PET.5/L.21
126. Chief Dahir Shakul Hussen, Ali Osman Mohamed and Haji Abdulla Isse	T/PET.11/409	153. Mr. Pierre Badjeck	T/PET.5/L.22
127. The Somali Youth League, Branch of Galcaio	T/PET.11/410 and Add.1	<i>Togoland under British administration</i>	
128. The Somali Youth League, Branch of Bender Cassim	T/PET.11/411 and Add.1	154. The Secretary-General of the Togoland Congress	T/PET.6/L.42
129. Mr. Mohamed Giama Hassan	T/PET.11/412	155. The Secretary, Ewe and All Togoland Congress	T/PET.6/L.43
130. Mr. Aves Yahia Abiker	T/PET.11/413*	156. The Constituency Chairman, Convention People's Party, Branch of Kpandu North, and others	T/PET.6/L.44 and Add.1
131. The Somali Youth League, Branch of Chisimaio	T/PET.11/414 and Add.1	157. Representatives of the people of Atikpui	T/PET.6/L.45
132. Mr. Elmi Shire Ali	T/PET.11/415	158. The General Secretary of the All-Ewe Conference	T/PET.6/L.46 and Add.1
133. The Secretary of the Somali Youth League, Branch of Skushuban	T/PET.11/416 and Add.1 and 2	<i>Togoland under British administration and Togoland under French administration</i>	
134. The Somali Youth League, Branch of Candala	T/PET.11/417	159. The Constituency Chairman, Convention People's Party, Akpini	T/COM.6 and 7/L.16
135. The Somali Youth League, Branch of Eil	T/PET.11/418 and Add.1	160. The Secretary of the All-Ewe Conference	T/PET.6 and 7/L.20
136. The Somali Youth League, Branch of Gardo	T/PET.11/419*	161. The Secretary-General of the Union des Chefs et de la Population du Nord-Togo	T/PET.6 and 7/L.21
137. The Somali Youth League, Branch of Merca	T/PET.11/420*	162. Representatives of the people of the <i>Cercle</i> of Tsévié	T/PET.6 and 7/L.22
138. Mr. Ali Nur Abdi	T/PET.11/421*	163. Chiefs and notables of the <i>Cercle</i> of Atakpamé	T/PET.6 and 7/L.23
139. The Somali Youth League	T/COM.11/L.85*	164. Chiefs and notables of the <i>Cercle</i> of Palimé	T/PET.6 and 7/L.24
140. Mr. Mohamed Uehlie Barré and others	T/COM.11/L.87 and Add.1	165. Representatives of the people of the <i>Cercle</i> of Anécho	T/PET.6 and 7/L.25
141. Chiefs and notables of the Abgal tribe	T/COM.11/L.88	166. The Vice-President of the Jeunesse du Nord-Togo	T/PET.6 and 7/L.26
142. Mr. Saïd Mohamud Farah and others	T/COM.11/L.90*	167. The chiefs and notables of the <i>Cercle</i> of Lomé	T/PET.6 and 7/L.27
143. The Comitato per il Progresso Somalo	T/COM.11/L.91	168. The Chairman of the Joint Togoland Congress	T/PET.6 and 7/L.28
144. Mr. Mohamed Mohamud Osman and others	T/COM.11/L.96	169. The Secretary of the Ewe Union Association	T/PET.6 and 7/L.29
145. Chiefs and notables of the Abgal tribe	T/COM.11/L.97	170. Mr. Augustino de Souza	T/PET.6 and 7/L.30
146. Mr. Haji Abdullahi Hussen	T/COM.11/L.101	<i>Togoland under French administration</i>	
147. The Unione Giovani Benadir	T/PET.11/L.8*	171. The General Chairman of the Bureau of the Executive Committee of the Parti Togolais du Progrès	T/PET.7/L.8
<i>Trust Territories in General</i>		172. The General Chairman of the Jeunesse du Nord-Togo	T/PET.7/L.9
148. The International League for the Rights of Man, Committee for Ruanda-Urundi	T/PET.GENERAL/23	<i>New Guinea</i>	
B. <i>Petitions circulated under rule 85, paragraph 2, of the rules of procedure</i>		173. Mrs. Jane T. Wallace	T/PET.8/L.1
<i>Cameroons under French administration</i>			
149. The Executive Committee of the <i>Kumse</i> , Traditional Assembly of the Bamiléké People	T/COM.5/L.33		
150. Mr. Lazare Lavoisier Lipem	T/PET.5/L.16 and Add.1		

* Postponed to the fifteenth session by a decision of the Council at its 561st meeting.

	<i>Petitioners</i>	<i>Document No.</i>
<i>Somaliland under Italian administration</i>		
174.	Mr. Abdi Hagi Mohamed Hussen and others	T/PET.11/L.9
175.	The President of the Moslem League in Somaliland	T/PET.11/L.10
176.	Scerif Mohamud Abdurahman and others	T/PET.11/L.11

ADDITIONS TO THE ANNEX MADE DURING THE SESSION

A. *Petitions to which the established procedure is applicable*

	<i>Petitioners</i>	<i>Document No.</i>
<i>Somaliland under Italian administration</i>		
177.	The Vice-President of the Somali Youth League	T/PET.11/423

B. *Petitions circulated under rule 85, paragraph 2, of the rules of procedures*

	<i>Petitioners</i>	<i>Document No.</i>
<i>Togoland under British administration</i>		
178.	The Hokpe State Council	T/PET.6/L.47
179.	The Secretary-General of the Togoland Congress	T/PET.6/L.48
<i>Togoland under British administration and Togoland under French administration</i>		
180.	The National Association of Labour Student Organisations	T/PET.6 and 7/L.31
181.	The General Chairman of the Comité de l'Unité Togolaise	T/PET.6 and 7/L.32
<i>Somaliland under Italian administration</i>		
182.	Vice-Presidents of the Territorial Council of Somaliland	T/PET.11/L.12

CHECK LIST OF DOCUMENTS

This check list of documents mentioned in the records of the fourteenth session is a consolidated list of the check lists contained in the annex fascicules relating to the individual agenda items. Documents with titles in *bold type* are printed in those fascicules.

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
A/933	Report of the Trusteeship Council covering its fourth and fifth sessions	4 (d)	<i>Official Records of the General Assembly, Fourth Session, Supplement No. 4</i>
A/1856	Report of the Trusteeship Council covering its third special session, and its eighth and ninth sessions	4 (a)	<i>Ibid., Sixth Session, Supplement No. 4</i>
A/2424	Special report of the Trusteeship Council	10	<i>Ibid., Eighth Session, Annexes, agenda item 31</i>
A/2427	Report of the Trusteeship Council covering the period from 4 December 1952 to 21 July 1953	4 (a), 4 (c), 4 (d), 5	<i>Ibid., Eighth Session, Supplement No. 4</i>
A/AC.33/...		4 (a)	Documents in this series are mimeographed only
S/3066	Report of the Trusteeship Council to the Security Council on the Trust Territory of the Pacific Islands for the period 2 April 1952 to 21 July 1953	4 (e)	Mimeographed document only
ST/TAA/K/Somaliland/1	The Trust Territory of Somaliland under Italian administration— Report prepared jointly for the Government of Italy by an expert appointed by the United Nations Technical Assistance Administration and by experts appointed respectively by the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization	4 (a)	<i>United Nations Publications Sales Number: 1953.11.H.2</i>
T/790	Report on Nauru submitted by the United Nations Visiting Mission to Trust Territories in the Pacific	4 (d)	<i>Official Records of the Trusteeship Council, Eighth Session, Supplement No. 3</i>
T/824	Report of the Secretary-General	16	<i>Ibid., Eighth Session, Annexes, agenda item 25</i>
T/926	Progress report of the Committee on Rural Economic Development of the Trust Territories	9	<i>Ibid., Ninth Session, Annexes, agenda item 11</i>
T/947 and Corr.1	Report of the United Nations Visiting Mission to Trust Territories in East Africa, 1951, on Somaliland under Italian administration	4 (a), 5	<i>Ibid., Eleventh Session, Supplement No. 4</i>
T/1004	Second progress report of the Committee on Rural Economic Development of the Trust Territories	9	<i>Ibid., Eleventh Session, Annexes, agenda item 9</i>
T/1005	Letter dated 28 May 1952 from the Director-General of the United Nations Educational, Scientific and Cultural Organization to the Secretary-General	6	<i>Ibid., Eleventh Session, Annexes, agenda item 11</i>
T/1010	Questionnaire as approved by the Trusteeship Council at its 414th meeting, eleventh session, on 6 June 1952	4 (a), 5	<i>Ibid., Eleventh Session, Special Supplement</i>
T/1028 and Add.1	Report by the Secretary-General	16	<i>Ibid., Eleventh Session, Annexes, agenda item 15</i>
T/1034	Special report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952, on the Ewe and Togoland unification problem	10	<i>Ibid., Eleventh Session, (Second Part), Supplement No. 2</i>

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/1044 and Corr.1	Report of the United Nations Visiting Mission to Trust Territories in West Africa, 1952, on procedures of visiting missions	8 (a)	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 9
T/1048	Report of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration covering the period 1 April 1952 to 31 March 1953	4 (a)	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 4 (a)
T/1062 and Add.1	Observations of the United Nations Educational, Scientific and Cultural Organization on the annual reports on the Trust Territories of Western Samoa (1951), New Guinea, Nauru and the Pacific Islands (1951-1952) and Somaliland under Italian administration (1952)	4 (a), 4 (b), 5	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 4
T/1065 and Add.1 and 2	Report of the Secretary-General	15	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 16
T/1067/Rev.1	Text of an announcement made on 12 June 1953 in Togoland under British administration and in Togoland under French administration by the two Administering Authorities	10	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 11
T/1072	Third progress report of the Committee on Rural Economic Development of the Trust Territories	9	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 8
T/1073	Report of the Secretary-General	16	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 17
T/1076	Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on Nauru, together with the relevant resolution of the Trusteeship Council	4 (b), 4 (d)	<i>Ibid.</i> , <i>Twelfth Session, Supplement No. 2</i>
T/1077	Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on the Trust Territory of the Pacific Islands, together with the relevant resolution of the Trusteeship Council	4 (e)	<i>Ibid.</i> , <i>Twelfth Session, Supplement No. 3</i>
T/1078	Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on New Guinea, together with the relevant resolution of the Trusteeship Council	4 (c), 5	<i>Ibid.</i> , <i>Twelfth Session, Supplement No. 4</i>
T/1079	Report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, on Western Samoa, together with the relevant resolution of the Trusteeship Council	4 (b)	<i>Ibid.</i> , <i>Twelfth Session, Annexes</i> , agenda item 3
T/1091	Observations of the United Nations Educational, Scientific and Cultural Organization on the annual reports for 1952 on the Trust Territories of Tanganyika, Ruanda-Urundi, the Cameroons under French administration, Togoland under British administration and Togoland under French administration	16	<i>Ibid.</i> , <i>Thirteenth Session, Supplement No. 5</i>
T/1096	Report by the French Government on the consultations conducted in Togoland under French administration with a view to the reconstitution of the Joint Council for Togoland Affairs	10	
T/1100	Report of the Secretary-General	16	<i>Official Records of the Trusteeship Council, Thirteenth Session, Annexes</i> , agenda item 14
T/1111	Note by the Secretary-General transmitting the report of the Commonwealth of Australia on the administration of Nauru for the period 1 July 1952 to 30 June 1953	4 (d)	Mimeographed document only
T/1112	Note by the Secretary-General	6	Ditto
T/1113	Note by the Secretary-General	6	Ditto
T/1114 and Add.1	Note by the Secretary-General transmitting the report of the Commonwealth of Australia on the administration of New Guinea for the period 1 July 1952 to 30 June 1953	4 (c), 5	Ditto
T/1115	Provisional agenda of the fourteenth session	1	Ditto
T/1116	Report of the delegation of Colombia on the activities of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration covering the period 1 April 1953 to 31 March 1954	4 (a), 5	

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/1117 and Corr.1	Note by the Secretary-General transmitting the report of the Government of Italy on the administration of Somaliland under Italian administration for the year 1953	4 (a), 5	Mimeographed document only
T/1117/Add.1	Note by the Secretary-General transmitting the <i>Economic Development Plans for Somaliland: Years 1954-1960</i>	4 (a)	Ditto
T/1117/Add.2	Note by the Secretary-General transmitting the review <i>Annali Vol. I, 1953</i> , published by the Medical and Hygienical Tropical Society of Somaliland	4 (a), 5	Ditto
T/1117/Add.3	Note by the Secretary-General transmitting the pamphlet <i>Insetti dannosi alle coltivazioni in Somalia</i> , published by the Italian administration in Somaliland	4 (a), 5	Ditto
T/1118	Note by the Secretary-General transmitting the report of the United States Government on the administration of the Trust Territory of the Pacific Islands for the period 1 July 1952 to 30 June 1953	4 (e)	Ditto
T/1119	Note by the Secretary-General transmitting the report of the New Zealand Government on the administration of Western Samoa for the year 1953	4 (b)	Mimeographed document only
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T/1122	Observations of the World Health Organization on the annual reports for 1953 on the Trust Territories of Somaliland under Italian administration, Western Samoa, New Guinea, Nauru and the Pacific Islands	4, 5	
T/1123	Agenda of the fourteenth session	1	See page xi of the present fascicule
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T/1131 and Add.1	Report of the Secretary-General	2	Ditto
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T/L.265	Report of the Committee on General Procedure	13	<i>Ibid.</i> , <i>Eleventh Session, Annexes</i> , agenda item 11

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/L.388	Report of the Standing Committee on Administrative Unions	4 (c), 5	tions and conclusions contained in this report, see A/2427, p. 85-86
T/L.408	Interim report of the Standing Committee on Administrative Unions on the Cameroons under British administration	7	
T/L.428	Interim report of the Standing Committee on Administrative Unions on Togoland under British administration	7	<i>Ibid.</i>
T/L.446	Supplementary information for the examination of annual reports — Syria: draft resolution	4 (a), 8 (b)	Adopted without change.
T/L.449	Report of the Standing Committee on Administrative Unions to the Trusteeship Council	7	<i>Fourteenth Session, Annexes, agenda item 7</i>
T/L.453	Union of Soviet Socialist Republics: draft resolution	7 18	
T/L.458	Syria: draft resolution	18	<i>Fourteenth Session, Annexes, agenda item 9</i>
T/L.460	Union of Soviet Socialist Republics: draft resolution concerning Tanganyika	18	<i>Ibid., Annexes, agenda item 7</i>
T/L.461	Union of Soviet Socialist Republics: draft resolution concerning Ruanda-Urundi	18	<i>Ibid.</i>
T/L.462	Seventy-fourth report of the Standing Committee on Petitions: petitions concerning Togoland under French administration	5	
T/L.463	Seventy-fifth report of the Standing Committee on Petitions: petitions circulated under rule 85, paragraph 2, of the rules of procedure and communications circulated under rule 24	5	
T/L.464 and Corr.1 and Add.1	Report of the Secretary-General	11	Only the draft report contained in this document will constitute part III of the Trusteeship Council's report to the General Assembly at its ninth session ²
T/L.465	Seventy-sixth report of the Standing Committee on Petitions: procedure for the examination of petitions	8 (a)	
T/L.466	Seventy-seventh report of the Standing Committee on Petitions: petitions concerning Togoland under British administration	5	
T/L.467	Seventy-eighth report of the Standing Committee on Petitions: petitions concerning Somaliland under Italian administration	5	
T/L.468	Seventy-ninth report of the Standing Committee on Petitions: petitions concerning Somaliland under Italian administration	5	
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T/L.470	Eighty-first report of the Standing Committee on Petitions: petitions concerning the Cameroons under French administration	5	

¹ For resolutions, see *Official Records of the Trusteeship Council, Fourteenth Session, Supplement No. 1.*

² See *Official Records of the General Assembly, Ninth Session, Supplement No. 4.*

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/L.471 and Add.1	Conditions in the Trust Territory of Somaliland under Italian administration: working paper prepared by the Secretariat	4 (a)	These documents together with document T/L.483, as amended at the 549th meeting, and documents T/L.495 and T/L.497, constitute the chapter on Somaliland under Italian administration in the Trusteeship Council's report to the General Assembly at its ninth session
T/L.472 and Add.1	Conditions in the Trust Territory of Nauru: working paper prepared by the Secretariat	4 (d)	These documents together with document T/L.494, as amended at the 560th meeting, and document T/L.515, constitute the chapter on Nauru in the Trusteeship Council's report to the General Assembly at its ninth session
T/L.473 and Add.1 and Add.1/Corr.1	Conditions in the Trust Territory of New Guinea: working paper prepared by the Secretariat	4 (c), 5	These documents together with document T/L.496, as amended at the 559th meeting, document T/L.514 and the observations and conclusions in paragraphs 2 to 6 of document T/L.485 and Corr.1, as adopted at the 560th meeting, constitute the chapter on New Guinea in the Trusteeship Council's report to the General Assembly at its ninth session
T/L.474	Haiti: draft resolution	4 (a), 5	Adopted as amended at the 549th meeting. See resolution 1000 (XIV)
T/L.475	El Salvador: draft resolution	4 (a), 5	Adopted as amended at the 550th meeting. See resolution 1001 (XIV)
T/L.476 and Add.1	Conditions in the Trust Territory of Western Samoa: working paper prepared by the Secretariat	4 (b)	These documents, together with document T/L.493, as amended at the 560th meeting, and document T/L.513, constitute the chapter on Western Samoa in the Trusteeship Council's report to the General Assembly at its ninth session
T/L.477	Report of the Committee on Control and Limitation of Documentation	13	

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/L.478 and Add.1	Conditions in the Trust Territory of the Pacific Islands: working paper prepared by the Secretariat	4 (e)	These documents, together with documents T/L.518, as amended at the 562nd meeting, and T/L.519, constitute part II of the report of the Trusteeship Council to the Security Council on the Trust Territory of the Pacific Islands for the year ended 30 June 1953 (S/3272)
T/L.479	China: draft resolution	6	Adopted as amended at the 548th meeting. See resolution 999 (XIV)
T/L.480	United States of America: draft resolution	10	
T/L.481	Eighty-second report of the Standing Committee on Petitions: petitions concerning the Cameroons under French administration	5	
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T/L.483	Report of the Drafting Committee	4 (a)	
T/L.484	Belgium: amendments to the draft resolution submitted by El Salvador (T/L.475)	4 (a)	
T/L.485 and Corr.1	Report of the Standing Committee on Administrative Unions on New Guinea	7	See observation on documents T/L.473 and Add.1 and Add.1/Corr.1
T/L.486	Report of the Standing Committee on Administrative Unions on Togoland under British administration	7	
T/L.487	Report of the Standing Committee on Administrative Unions on the Cameroons under British administration	7	
T/L.488	Report of the Standing Committee on Administrative Unions	7	
T/L.489	India: amendments to the draft resolution submitted by the United States (T/L.480)	10	
T/L.490	India: draft resolution	10	Withdrawn at 558th meeting
T/L.491	Eighty-fourth report of the Standing Committee on Petitions: petitions concerning the Cameroons under French administration	5	
T/L.492	Eighty-fifth report of the Standing Committee on Petitions: petition concerning Togoland under French administration	5	
T/L.493	Report of the Drafting Committee	4 (b)	
T/L.494	Report of the Drafting Committee	4 (d)	
T/L.495	Summary of the observations made by individual members of the Council during the general discussion, and of the comments of the special representative of the Administering Authority	4 (a)	See observation on documents T/L.471 and Add.1
T/L.496	Report of the Drafting Committee	4 (c) 5, 7	
T/L.497	Amendments suggested by the Secretariat to the outline of conditions set forth in document T/L.471	4 (a)	See observation on documents T/L.471 and Add.1
T/L.498	Petition from the Marshallese people concerning the Trust Territory of the Pacific Islands (T/PET.10/28) — India: draft resolution	5	
T/L.499	Petition from the Marshallese people concerning the Trust Territory of the Pacific Islands (T/PET.10/28) — Union of Soviet Socialist Republics: draft resolution	5	

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/L.500	India: draft conclusions and recommendations for the draft report of the Secretary-General (T/L.464 and Corr.1 and Add.1, annex)	11	Postponed to fifteenth session
T/L.501	France: amendments to the draft report of the Secretary-General (T/L.464 and Corr.1 and Add.1, annex)	11	
T/L.502 and Add.1	Draft report of the Trusteeship Council to the General Assembly covering the period from 22 July 1953 to 16 July 1954	18	See part I of the Trusteeship Council's report to the General Assembly at its ninth session
T/L.503	Eighty-sixth report of the Standing Committee on Petitions: petition from the International League for the Rights of Man, Committee for Ruanda-Urundi, concerning Trust Territories in general (T/PET.General/23)	5	
T/L.504	Petition from the Marshallese people concerning the Trust Territory of the Pacific Islands (T/PET.10/28) — Belgium, France and United Kingdom of Great Britain and Northern Ireland: draft resolution	5	Adopted without change. See resolution 1082 (XIV)
T/L.505	Belgium: amendment to the draft report of the Secretary-General (T/L.464 and Corr.1 and Add.1, annex)	11	
T/L.506	New Zealand: amendments to the draft report of the Secretary-General (T/L.464 and Corr.1 and Add.1, annex)	11	
T/L.507	India: amendments to the draft report of the Secretary-General (T/L.464 and Corr.1 and Add.1, annex)	11	
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T/L.511	Eighty-eighth report of the Standing Committee on Petitions	5	
T/L.512	Syria: amendments to the report of the Drafting Committee (T/L.496)	4 (c), 5	
T/L.513	Summary of the observations made by individual members of the Council during the general discussion, and of the comments of the special representative of the Administering Authority	4 (b)	See observation on documents T/L.476 and Add.1
T/L.514	Summary of the observations made by individual members of the Council during the general discussion, and of the comments of the special representative of the Administering Authority	4 (c)	See observation on documents T/L.473 and Add.1 and Add.1/Corr.1
T/L.515	Summary of the observations made by individual members of the Council during the general discussion, and of the comments of the special representative of the Administering Authority	4 (d)	See observation on documents T/L.472 and Add.1
T/L.516	Draft special report of the Trusteeship Council on the Togoland unification problem	10	Same text as A/2669. The latter document will be printed in the <i>Official Records of the General Assembly, Ninth Session, Annexes</i> .
T/L.517	Draft report of the Trusteeship Council to the Security Council on the Trust Territory of the Pacific Islands for the period ended 16 July 1953	17	Adopted without change. See part I of the Trusteeship Council's report to the Security Council (S/3272)
T/L.518	Report of the Drafting Committee	4 (e)	
T/L.519	Summary of the observations made by individual members of the Council during the general discussion, and of the comments of the special representative of the Administering Authority	4 (e)	See observation on documents T/L.478 and Add.1

<i>Document No.</i>	<i>Title</i>	<i>Agenda item</i>	<i>Observations and references</i>
T/COM.../...			Documents in this series are mimeographed only
T/OBS.../...			Ditto
T/PET.../...			Unless otherwise indicated, documents in this series are mimeographed only
T/PET.1/1	Petition of 18 November 1946 from leaders and representatives of Western Samoa	4 (b)	<i>Official Records of the Trusteeship Council, First Session, Supplement</i>

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Mr. Leslie Knox Munro (New Zealand), President of the Trusteeship Council at its twelfth and thirteenth sessions, took the Chair temporarily.

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Adoption of the agenda

[Agenda item 1]

1. The TEMPORARY PRESIDENT reminded the members that, according to rule 86 of the rules of procedure, the admissibility of petitions received in the past two months would have to be considered by the Administering Authorities concerned.

2. Mr. SEARS (United States of America) announced his Government's readiness to waive the two months' rule with regard to petitions from the Trust Territory of the Pacific Islands.

3. Mr. SINGH (India) proposed that the following new item should be included in the agenda of the fourteenth session: "General Assembly resolution 751 (VIII): revision of the Questionnaire relating to Trust Territories: interim report of the Sub-Committee on the Questionnaire".

It was so decided.

The provisional agenda (T/1115), as amended, was adopted.

Election of the President and the Vice-President

[Agenda item 3]

4. Mr. SINGH (India) nominated Mr. Asha (Syria) as President.

5. Mr. TSARAPKIN (Union of Soviet Socialist Republics) supported the nomination.

6. Mr. DORSINVILLE (Haiti) nominated Mr. Urquía (El Salvador) as President.

7. Mr. S. S. LIU (China) supported the nomination.

A vote was taken by secret ballot.

<i>Number of ballot papers:</i>	12
<i>Number of abstentions:</i>	4
<i>Number of invalid ballots:</i>	0
<i>Number of valid ballots:</i>	12
<i>Required majority:</i>	5

Number of votes obtained:

Mr. Asha (Syria)	4
Mr. Urquía (El Salvador)	4

8. The TEMPORARY PRESIDENT suggested that, in view of the tie vote, it might be advisable for the Council to take a short recess before proceeding to a second vote.

The meeting was suspended at 11.30 a.m. and resumed at 12 noon.

A second vote was taken by secret ballot.

<i>Number of ballot papers:</i>	12
<i>Number of abstentions:</i>	4
<i>Number of invalid ballots:</i>	0
<i>Number of valid ballots:</i>	12
<i>Required majority:</i>	5

Number of votes obtained:

Mr. Asha (Syria)	4
Mr. Urquía (El Salvador)	4

In accordance with rule 42 of the rules of procedure of the Trusteeship Council, the Temporary President drew lots to decide between the candidates.

As a result of the drawing of lots, Mr. Urquía (El Salvador) was elected President and took the Chair.

9. The PRESIDENT called for election of the Vice-President.

A vote was taken by secret ballot.

<i>Number of ballot papers:</i>	12
<i>Number of abstentions:</i>	0
<i>Number of invalid ballots:</i>	0
<i>Number of valid ballots:</i>	12
<i>Required majority:</i>	7

Number of votes obtained:

Mr. Pignon (France)	10
Mr. Singh (India)	1
Mr. Sears (United States of America) ..	1

Having obtained the required majority, Mr. Pignon (France) was elected Vice-President.

Organization of the work of the fourteenth session

10. Mr. SINGH (India) pointed out that some date would have to be set for the discussion of the new item which the Council had just decided to include in its agenda.

11. With regard to the tentative time-table¹ before the Council, he felt that it would be better if the report of the Standing Committee on Administrative Unions on Togoland under British administration (item 7) were discussed before General Assembly resolution 750 (VIII) on the Togoland unification problem (item 10). The order of items 10 and 7 might therefore be reversed; in any case the part of item 7 referring to

¹ Document circulated to members of the Council only.

Togoland under British administration should be discussed before item 10.

12. Sir Alan BURNS (United Kingdom) noted that, according to the tentative time-table, the Council would discuss item 10 on 30 June and 1 July. It would be more convenient for his delegation if that item could be discussed at least a week later.

13. The PRESIDENT suggested that, if the representatives of India and of the United Kingdom had no objection, the exact date for the discussion of item 10 should be decided later, as the work of the Council proceeded.

14. Mr. SINGH (India) had no objection to that suggestion. It would be helpful if the Secretariat could distribute periodic time-tables so that delegations would have some idea of what the Council intended to discuss each week.

The President's suggestion was accepted.

15. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that the Secretary-General's report on the attainment by the Trust Territories of self-government or independence (T/L.464) was incomplete; a supplementary report on three other Territories was apparently to be issued later. In view of that fact, it might be better to postpone the discussion of

item 11, now set for the following meeting, until the complete report was available.

16. Mr. ALEKSANDER (Secretary of the Council) explained that, in accordance with Council resolution 866 (XIII), the Secretary-General had submitted an interim report dealing only with those Trust Territories that had been examined at the thirteenth session. Information on New Guinea, Nauru and Western Samoa had not been available at the time the report had been prepared.

17. He drew attention to paragraph 7 of the report. It would be appropriate if the Council could discuss the interim report at an early date and give the Secretariat some indication of its wishes concerning the contents and form of the relevant sections to be included in the Council's final report to the General Assembly and concerning the form in which the Secretary-General's report on the three remaining Territories should be prepared. If consideration of the item in question were postponed until the Council has examined all the annual reports, the Secretariat would have very little time in which to prepare the remaining sections.

18. The PRESIDENT said that if there were no further comments, he would consider the tentative time-table approved.

It was so decided.

The meeting rose at 12.35 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Request for oral hearing (T/PET.11/L.12)

1. The PRESIDENT drew the attention of the members of the Council to petition T/PET.11/L.12. Its authors, the vice-présidents of the Territorial Council of Somaliland under Italian administration, requested the Trusteeship Council to give them an oral hearing. He suggested that the petitioners should be heard when the special representative for Somaliland had replied to the questions which would be put to him by the members of the Council. The latter would then be acquainted with the problems to which the petitioners would refer.

It was so decided.

General Assembly resolution 789 (VIII): Control and limitation of documentation (T/1120)

[Agenda item 13]

2. The SECRETARY-GENERAL said that the General Assembly wished to effect the greatest possible economy and efficiency in the preparation, production and use of documentation; that was why General Assembly resolution 789 (VIII) on the control and limitation of documentation was before the Council. The resolution in question was the most recent reflection of the General Assembly's desire for progress in the effort made to reduce the volume of documentation and improve its quality. The Secretary-General could certainly take some measures on his own initiative, but there were fields in which the co-operation envisaged by

the General Assembly was essential if the desired results were to be achieved.

3. He had therefore submitted to the Trusteeship Council a report (T/1120) which would no doubt lead it to reconsider some aspects of its procedures through which both economy and improvement of documentation might be effected. He wishes to emphasize that he had found it difficult to find areas where any substantial changes could be made without doing harm to the proper discharge by the Council of its heavy responsibilities under the Charter. He wished to keep within the general framework of the procedure the Council had adopted in the light of its experience, and he therefore suggested revision in two fields only—the procedure for the examination of the annual reports, and the form of the Council's annual report to the General Assembly.

4. In connexion with the examination of the Administering Authorities' annual reports—the Council's function involving the heaviest volume of documentation—he made three specific suggestions. The first was that the Council might consider the adoption of a more flexible method for the questioning of special representatives and the general debate on conditions in each Territory; it would undoubtedly be of advantage if the members of the Council could comment on a given subject at the same time as they asked questions on it. Next, he suggested a means of reducing the voluminous documentation required at present for the drafting committees. Lastly, he suggested a way of reducing the length of the summaries of individual opinions of members of the Council, which at present took up a substantial part of the Council's report to the General Assembly.

5. The Trusteeship Council's reports to the General Assembly were becoming increasingly voluminous. The reason was that the Council wished to satisfy the General Assembly, which, in resolution 433 (V), had recommended that the Trusteeship Council should present all the relevant data concerning each Trust Territory so that each section of the report might provide the General Assembly with a comprehensive account of conditions in all fields. However, in view of resolution 789 (VIII), the General Assembly might be persuaded that it was not essential for it to receive a comprehensive report every year, especially as much basic data remained unchanged from year to year. He therefore suggested two possible solutions: under alternative A, a comprehensive report would be submitted every three years; in the intervening years a shorter report would give an account of developments and progress made during the year under review; under alternative B, a comprehensive report on a particular field would be submitted whenever a major change took place in that field; in other fields, the report would simply summarize any new developments, and would refer to the previous report for background information. Of course, any plan contemplated by the Council must receive the General Assembly's approval; but he was convinced that the Council's recommendation would be favourably received.

6. Mr. RYCKMANS (Belgium) said that his delegation agreed on the whole with the Secretary-General's suggestions. It had to be recognized that it was the General Assembly which was mainly responsible for the excessive length of the Trusteeship Council's report. Generally speaking, the report should simply give the General Assembly information on the Council's work, apprise it of the way in which the Council had dealt with the tasks assigned to it and report any recommendations it had formulated. In requesting a report summarizing the annual reports submitted by the Administering Authorities, the General Assembly seemed to be encroaching on the functions of the Trusteeship Council; the Assembly did not need a full report on conditions in each Territory to enable it to decide whether the Trusteeship Council had properly carried out its functions. In order to meet the General Assembly's wishes, the Council's report had become very lengthy. As a result, the report had become difficult to read and the General Assembly had been led to ask for special reports on questions of particular interest to it. Documentation was thus becoming increasingly voluminous.

7. The Trusteeship Council had certain responsibilities of its own. For example, the Questionnaire had become increasingly important. It was to be hoped that the Sub-Committee appointed to revise the Questionnaire (General Assembly resolution 751 (VIII)) would submit proposals to the Council which would permit a reduction in the volume of the Administering Authorities' annual reports. Annual reports would be shorter and probably more interesting if the Questionnaire was simplified.

8. Turning to the Secretary-General's report (T/1120), he pointed out, in connexion with paragraph 7 (a), that the questions put to the special representatives had strayed from their original purpose; they were now in reality part of the general debate and were asked not so much to obtain information as to arouse controversy. He agreed with the Secretary-General that it would be desirable for the general debate to be opened immediately; all members of the Council had the right, before expressing their views and making their comments, to ask the special representative for any information they needed to make sure that they had rightly understood the situation described in the annual report.

9. With regard to paragraph 7 (b), he wished to say that in his opinion there were too many Council recommendations; many were merely routine comments: for instance, it was unnecessary to repeat each year that medical and educational services should be developed. It was only when progress in a given field was inadequate, in relation to the Territory's possibilities, that the Administering Authority's attention should be drawn to the necessity of altering its policy. Moreover, members of the Council who wished their observations to take the form of concrete recommendations should submit written proposals. Of course, the drafting committee would not limit itself to considering those proposals; it would be able itself to make recommendations and propose amendments to the texts before it, in the light of the results of the general discussion.

10. With regard to paragraph 7 (c), he agreed with the Secretary-General that the comments of members of the Council should not be summarized in great detail, as was at present the case. Members of the General Assembly who wished to know the exact position of

each delegation to the Council could refer to the summary or verbatim records.

11. With regard to the Trusteeship Council's report to the General Assembly, he preferred the Secretary-General's alternative A, under which a comprehensive report would be submitted every three years for each Territory in connexion with the report of the visiting mission to that Territory. Since the visiting mission would give a complete and detailed account of the position in the Territory, together with its conclusions and recommendations, the Council's report to the General Assembly could be relatively brief.

12. Mr. DAYAL (India) said that his delegation had studied the Secretary-General's excellent report with great care; it was glad to note that the measures suggested in the two-fold interest of economy and efficiency would not prejudice the proper discharge by the Trusteeship Council and the General Assembly of their responsibilities in connexion with the operation of the International Trusteeship System.

13. With regard to the examination of annual reports, it was questionable whether it was really advisable to separate the questioning period completely from that devoted to the general discussion of the situation in each Territory, as was done at present. The Council might consider adopting the following procedure: all the members of the Council could ask questions on a given subject and make their comments either then or later, as they saw fit. That would be very easy if the Council agreed to take subjects one by one in the order given in the working paper which the Secretariat prepared on conditions in each Territory; of course, any member of the Council would be able to put questions on subjects which were not mentioned in the Secretariat's working paper. That procedure would be logical and practical; moreover, it would undoubtedly make it possible to shorten the general discussion, since all the details would already have been dealt with.

14. The Indian delegation fully agreed with the Secretary-General's suggestions concerning the Council's conclusions and recommendations and the treatment of the comments of the various members.

15. So far as the Trusteeship Council's report to the General Assembly was concerned, the Secretary-General had proposed two possible alternatives. The Indian delegation would like the two to be combined: the Council would submit a comprehensive report every three years; during the intervening years, it would submit a shorter report giving full particulars of any major changes which had taken place or were about to take place in the given fields. The same procedure might be applied to its report to the Security Council.

16. At the end of his report, the Secretary-General examined the question of the dates of submission of annual reports. The Indian delegation regretted that the Administering Authorities did not observe the time-limits laid down in rule 72 of the Trusteeship Council's rules of procedure; it had been unable to send the reports to its Government in time for the latter to be able to examine them properly and give it instructions. The specialized agencies were meeting similar difficulties, and found it hard to give effect to the Council's resolution 47 (IV).

17. The Indian delegation suggested that the period covered by the reports on Somaliland under Italian administration and on Western Samoa should be changed to enable the reports to be submitted five or six months before the opening of the session at which they were to be considered. That could be done in two

stages: the next annual report could cover the first nine months of 1954, and could be submitted on 31 March 1955; the following report would also cover nine months and would be submitted on 31 December 1955, i.e., at the same time as the other reports to be examined at the 1955 summer session of the Council.

18. Before leaving the question of annual reports, he wished to mention two questions of practical importance. First, the Indian delegation would like to receive four to six copies of the annual reports, instead of two, as that would greatly facilitate its examination of those documents. Secondly, the Secretariat working papers on conditions in each Territory were distributed only one or two days before the examination of the relevant annual reports. It would be well if those papers could be distributed about a month in advance; that would facilitate the examination of the annual reports by the delegations, since those reports were prepared in only one language, either English or French. Moreover, the paragraphs of the working papers should be numbered.

19. Mr. MUNRO (New Zealand) said he would limit himself for the moment to two comments. It was proposed that the members of the Council should make their observations on a given subject immediately after the special representative had replied to their questions. In his opinion, that proposal was unsound. The special representative was often treated like a witness in court, cross-examined by the other side; but in an English court, the person cross-examining a witness was not allowed to make comments immediately. It would be preferable to have an interval for reflexion between the replies to questions and the comments on the replies.

20. With regard to the annual reports of the Administering Authorities, the Indian representative had suggested that certain dates of submission should be changed. But the dates had already been changed at the express request of the Council; the latter would undoubtedly be in an embarrassing situation if it had to ask the Administering Authorities to change them again. In any event, the New Zealand delegation would be obliged to ask its Government for instructions; accordingly, it hoped that the question would not be settled at the present meeting.

21. He recognized that the Council's reports were far too long; he had always said that the comments of some delegations might profitably be greatly shortened, and he thought that view was shared by the great majority of the members of the Council.

22. Mr. SERRANO GARCIA (El Salvador) said that his delegation had examined the report submitted by the Secretary-General with the greatest interest; he would confine himself to a few brief comments, since the previous speakers had already expressed views which he fully shared.

23. The arrangement whereby the members of the Council would submit their comments on a given subject immediately after the special representative had replied to their questions did not seem to be a very practical one. In addition to the quite justified reasons just given by the representative of New Zealand, it might be pointed out that the proposed method would lead to some confusion, since the questions would be mixed up with general comments. In addition, any person interested in details of administration and wishing to analyse all the comments made on a given subject would encounter great difficulties, since he would have an incomplete picture of the situation: certain subjects would be lost among the questions, replies and observations, and certain comments would be found in several

sections of the report and it would be difficult to piece them together. Moreover, the proposed method would undoubtedly cause much repetition, which would obviously defeat the ends pursued; most representatives would be led into submitting their opinions on a particular point after having heard the special representative's explanations, but they would express the same opinions later during the general discussion for fear that the statements they had made following the special representative's replies had passed unnoticed.

24. With respect to the drafting of the Council's conclusions and recommendations, his delegation was in complete agreement with the Secretary-General's suggestion that members of the Council who desired the inclusion of certain recommendations or conclusions in the report should present their proposals in writing.

25. With regard to the Trusteeship Council's report to the General Assembly, he supported the Secretary-General's alternative A. That procedure would enable the Council to act in observance of General Assembly resolution 433 (V) without having to burden its reports with a mass of descriptive and consequently permanent information which could readily be found in all previous reports.

26. As the Indian representative had pointed out, it was desirable that the Administering Authorities should abide by the time-limits laid down for the submission of annual reports. If reports were not distributed by the appointed date, the delegations, the specialized agencies and the Secretariat could not study them as carefully as was necessary to enable the Council to fulfil its task satisfactorily.

27. Mr. LOOMES (Australia) thanked the Secretary-General for his very clear presentation of his report. He hoped that it would be studied closely and that the Secretariat would make all possible economies in documentation.

28. The first suggestion set forth in the report was that the general discussion could in certain cases take place during the questioning period. On that point he agreed with the New Zealand and Salvadorian representatives: a well considered opinion could not be expressed at an early stage of the debate before all the questions involved in a particular problem had been dealt with. Opinions which would be expressed in those circumstances would accordingly be preliminary and subject to change, and that would lead to repetition and even confusion where a delegation had to change its point of view as a result of explanations given during the discussion. As a result, the amount of documentation would tend to increase rather than decrease. In order to attain the desired result, it would be better to take up a suggestion which the Council had considered some time previously, namely, that questions which representatives intended to put to special representatives should be communicated to them in writing. That would enable the special representatives to give complete replies, which would have the effect that members would ask questions only on points on which precise information was really necessary. In that way, the amount of time devoted to oral questionings would be reduced, the Council's debates would be shortened and, consequently, there would be less documentation.

29. The Secretary-General had suggested that draft conclusions or recommendations should be submitted to the drafting committee in writing. That method would undoubtedly have advantages for the committee. However, if the committee was required to limit itself to consideration of draft recommendations submitted in

writing, its report might not entirely reflect the opinions of the majority of members. The committee should therefore have the right to examine the verbatim records of the general debate, in order to ensure that its report did in fact reflect the majority opinion. Instead of submitting draft conclusions and recommendations in writing, moreover, members might indicate during the general debate, in concluding their statements, the recommendations which they would like the committee to consider. That method would have the same advantages and the same results as the one suggested by the Secretary-General.

30. His delegation was in complete agreement with the Secretary-General's suggestions on the treatment of individual observations.

31. With respect to the form which the Council's report to the General Assembly should take, he was in favour of alternative A. However the Council should submit its report to the General Assembly after examining the visiting mission's report, and not at the time the mission submitted its report to the Council, as suggested in document T/1120. The Council could not present a complete report before studying the visiting mission's report. The Indian representative had suggested a combination of alternatives A and B; but alternative A included the suggestion made in alternative B, i.e., that a comprehensive report on each Territory should be submitted every three years and that in the intervening years a shorter report should be drawn up covering developments and progress and major changes in the year under review. If that interpretation was correct, there would be no point in combining the two alternatives: it would be enough to adopt the first, subject as necessary to the explanations he had just given.

32. Lastly, the Australian delegation realized how important it was that annual reports should be submitted by the date fixed. Owing to the work and the time involved in the preparation of a report, however, the time-limit might occasionally be exceeded; and while his government would spare no effort to ensure that the reports on the Territories it administered were submitted in time, he appealed to the indulgence of the Council if that proved impossible.

33. Mr. RYCKMANS (Belgium) said that, in view of the statements made by the New Zealand, Salvadorian and Australian representatives, he would like to make a few explanatory remarks. He recognized the validity of the New Zealand representative's comments on the question whether members should present their observations on a Territory during the questioning period. But was important to stress that the situation to which that representative had drawn attention had arisen as a result of the fact that the Council had more and more adopted a procedure which had not been intended at the time it had entered into operation. The observations and conclusions of members were in fact derived from the examination of the Administering Authority's report. That examination should be initiated immediately on receipt of the report, long before the beginning of the session. Accordingly, when the session opened, delegations should be ready to indicate the conclusions they had drawn from their study of the report and what recommendations they thought the Council should make to the Administering Authority. It was sometimes forgotten that the Administering Authority was in no way bound to designate a special representative; he quoted rule 74 of the rules of procedure in that connexion. If the Administering Au-

thority did not designate a special representative, as was its right, the discussion would have to begin with the conclusions that members had drawn from their examination of the annual report. In practice, Administering Authorities always sent special representatives, who were ready to reply to questions put to them and to provide additional information. There had never been any question of submitting a special representative to any interrogation resembling a cross-examination. The special representative was there only to enable members to obtain supplementary information which the annual report did not provide in detail and which might possibly prompt them to alter their conclusions. But in principle those conclusions should have been reached before the opening of the session.

34. Mr. ASHA (Syria) said he did not think that special representatives had ever been cross-examined; members had simply asked them for explanations in order to avoid reaching erroneous conclusions as a result of the lack of clarity of certain information contained in the reports, and they had always been very grateful for the help given them in that connexion. In appointing a special representative, the Administering Authorities were in no way doing a favour to representatives of countries which were not Administering Authorities; the presence of an expert who had full information about the Territory they administered was just as much in their own interests as it was useful to the other members of the Council. He did not understand why the Belgian representative had raised that question, which was irrelevant to the problem under discussion.

35. He would like some explanation of the suggestion made by the Belgian representative earlier in the meeting to the effect that members of the drafting committees should make amendments to draft proposals submitted by members of the Council.

36. The Syrian delegation was grateful to the Secretary-General for his report and the spirit of economy and efficiency to which it bore witness.

37. Mr. Asha was in full accord with the Indian delegation's views with regard to the date of submission of annual reports. No blame could be attached to the Secretariat in that respect; it had to summarize a bulky report in a very short time, as in the case of the 1953 report on Somaliland under Italian administration. The Indian representative's recommendation would give the Council more time and he was convinced that the Council's work would be eased and documentation reduced if a longer interval were allowed between a report's submission and its discussion by the Council.

38. Furthermore, it seemed unnecessary to repeat various chapters at the beginning of the annual reports each year, those for instance which gave information on the climate, the ethnic composition of the population and other factors which did not change from one year to another. Any information required on those matters could always be obtained by referring to earlier reports. That arrangement would have the advantage of reducing the volume of the report and would benefit both the Administering Authorities and the Council.

39. With regard to the necessity for submitting draft recommendations to the drafting committees in writing, it should be remembered that such recommendations would not necessarily represent the majority opinion if they were framed in the language of the author of a proposal, since it could happen that some members of the Council might not have expressed themselves very clearly or that they had not made a statement on the

particular item dealt with in a draft recommendation submitted by other delegations. It would therefore be desirable for a drafting committee to hear the views of other members of the Council when it received a draft recommendation, so as to be able to decide whether the recommendation represented the majority view or not; thus its work would be considerably facilitated.

40. Finally, the Syrian delegation had some observations to make on a matter which had given rise to controversy in the Council, namely, the question whether members of the Council were permitted to comment on a special representative's final statement. One view was that it was unnecessary and inadvisable for Council members to make further comments when the special representative had answered all the questions. The Syrian delegation held the opposite view. The drafting committee's work would undoubtedly be made easier if the matter were settled once and for all in the Trusteeship Council, since most special representatives attended meetings of the drafting committee and it frequently happened that the discussion was repeated all over again. It followed that if all necessary explanations had been given in the Council itself, the drafting committees would have to meet less often and the documentation would be reduced.

41. Mr. TSARAPKIN (Union of Soviet Socialist Republics) thought that the proposals in the Secretary-General's report deserved careful examination and called for a number of critical remarks, since in the final analysis they amounted to a restriction on those members of the Council who did not represent Administering Authorities. To restrict documentation would mean an unjust and even unnecessary restriction of the information at the disposal of members of the Council and the General Assembly on trusteeship matters which particularly interested them.

42. If the arrangement for the formulation of conclusions and recommendations put forward in the report were adopted, the drafting committees would become superfluous, since the consideration of observations and draft recommendations submitted in writing would become the Council's prerogative. Furthermore, there was the much more serious objection that conclusions and recommendations would no longer be prepared on the basis of comments made during the general debate in the Council but solely on the basis of proposals and draft recommendations submitted to the committee. The committee's documents would therefore reflect only the opinions of such members of the Council as had submitted their draft recommendations in writing. It frequently happened, however, that Council members, especially representatives of countries not responsible for administering a Trust Territory, considered it unnecessary to submit a draft recommendation embodying their criticisms or constructive suggestions and the latter would therefore not be reflected in any way in the committee's documents, which would not give a complete and faithful picture of the discussion in the Council. The USSR delegation could not therefore accept such a procedure, as it would endanger the Council's work.

43. Nor could it accept the suggestion that the Secretariat should produce a more concise document than previous reports by amalgamating as far as possible identical opinions expressed by various members of the Council. In practice, that arrangement would apply solely to the remarks of such members of the Council as did not represent Administering Authorities, since only decisions adopted by vote would be mentioned, while

a minority opinion would not appear in the report. It was well known that a single representative of an Administering Authority had only to object to a proposal or conclusion for the five others to support him and for such proposal or conclusion to be rejected, the votes being equally divided. The Secretary-General's proposal would therefore have the effect of presenting the opinions of the non-administering Powers, which had so far appeared only in the Council's report, in extremely condensed form. Such a procedure could not benefit the peoples and Territories under trusteeship and the USSR delegation was therefore opposed to it.

44. With regard to the submission of reports, the USSR delegation could not accept either alternative A, whereby reports would be submitted every three years, or alternative B, whereby they would be submitted only when major changes had taken place, which would mean that a report might not be submitted for, say, ten years. The USSR delegation preferred the existing arrangement, even though it was far from satisfied with the nature of the reports.

45. Finally, the USSR delegation had no objection to the proposal that Council members should be permitted to make their comments on substance during the questioning period.

46. Mr. SEARS (United States of America) said that the report submitted by the Secretary-General was entirely satisfactory and that he would vote for any proposals that would enable the end in view to be achieved.

47. Mr. DORSINVILLE (Haiti) considered that the Secretary-General's report was extremely interesting from the technical point of view but that it did not take sufficiently into account the difficulties which delegations recently elected to the Council might encounter, because they might have a small staff and might not always be able to consult works in libraries. Thus, for example, if alternative A recommended by the Secretary-General were to be adopted, the Haitian delegation, which had a small staff and did not have all the necessary documentation at its disposal, might find itself in rather a difficult position. In its existing form the Council's report was voluminous and might, from certain points of view, seem to contain repetitions; nevertheless, those repetitions, which were unnecessary for delegations which had been members of the Council for a long time, were extremely useful for delegations which had just begun to participate in its work and for those which had a small staff, as they were thus enabled to find the information they needed immediately. Furthermore, he did not think that it would be advisable for members of the Council to make their general statements during the questioning period. Indeed, the delegations which could submit their comments at the end of that period would be in a position to make better considered comments because they would have been able to compare the replies of the special representative or of the representative of the Administering Authority to the questions asked by various delegations. The Haitian delegation had therefore some reservations with regard to the Secretary-General's report.

48. The PRESIDENT observed that the debates had shown the complexity of the problem. He therefore proposed that a committee be set up to study the question of the control and limitation of documentation (agenda item 13), on the basis of the Secretary-General's report on the subject (T/1120), and also the question of the supplementary information for the examination of annual reports, proposed by Syria (agenda item 8 (b)).

49. Mr. TSARAPKIN (Union of Soviet Socialist Republics) objected to the establishment of a committee for the limitation of the information which should appear in annual reports and in the report of the Trusteeship Council.

50. Mr. ASHA (Syria) thought it would be better to retain the question on the Council's agenda, in order that it might be considered in greater detail.

51. Mr. RYCKMANS (Belgium) could not see any particular advantage or disadvantage in setting up a committee. Nevertheless, if the Council were to decide to do so, the committee should deal only with the documents submitted to the Trusteeship Council; with regard to the Council's report to the General Assembly, it would be advisable for the Council to recommend the Assembly to take the Secretary-General's proposals into account and for the Assembly itself to set up a committee to study those proposals. If the Council were to make proposals to the Assembly with regard to the report that it would submit, there was a risk that the Assembly might take up the same question and undo the Council's work. By following the method which he proposed, the Council would be conforming with the Assembly's wishes, without examining a part of the Secretary-General's report which it was not competent to discuss.

52. Mr. PIGNON (France) considered that the Secretary-General's report contained only one practical proposal which might reduce the volume of documentation, namely, the proposal relating to the form of the Council's report to the General Assembly. He therefore thought that the Council might well adopt alternative A.

53. The Secretary-General's other proposals were very wise and well thought out, but he doubted whether the Trusteeship Council was capable of imposing the self-discipline which would render them effective.

54. It was therefore doubtful whether it would serve any useful purpose to appoint a committee. As the Belgian representative had pointed out, the only important and weighty question in the document related to the actual form of the Council's report to the General Assembly and that was really a question for the Assembly itself to settle.

55. Mr. DORSINVILLE (Haiti) did not consider that the establishment of a committee would prove to be very useful or that it could cause delegations to change their attitude, since delegation's positions were based not only on principle, but also on facts. He would therefore abstain from voting on the proposal to refer the study of the question to a committee.

56. Mr. LOOMES (Australia) pointed out that the Council had not yet considered agenda item 8 (b) and proposed that, if a committee were set up, only item 13 should be referred to it.

The meeting was suspended at 4.10 p.m. and resumed at 4.40 p.m.

57. The PRESIDENT suggested that the members of the Council who had not yet done so might wish to submit their comments on the Secretary-General's report (T/1120) as well as the Syrian representative's proposal (T/L.446) before the Council took a decision on the question of the establishment of a committee.

58. Sir Alan BURNS (United Kingdom) stated that he fully agreed with the ideas expressed by the Secretary-General in his report on the control and limitation of documentation.

59. Furthermore, he could see no objection to the establishment of a committee.

60. Mr. ASHA (Syria) had no objection to his proposal's being placed on the agenda of the following meeting.

61. With regard to the question of the control and limitation of documentation, he was inclined to think that the Council, before continuing the debate, might well ascertain the Secretary-General's views on the comments that had been made during the current meeting.

62. Mr. S. S. LIU (China) first of all thanked the Secretary-General for his admirable report.

63. Generally speaking, the Chinese delegation had no fixed opinion on procedural questions and was prepared to bow to the wishes of the majority. It therefore did not propose to comment on the Secretary-General's report until the proposed committee had completed its work. Nevertheless, in response to the Syrian representative's appeal, it would indicate very briefly its position with regard to the Secretary-General's proposals for the control and limitation of documentation.

64. In the first place, the Secretary-General proposed no longer to separate completely the parts of the Council's meetings which were devoted to questions and those which were reserved for the general debate. That suggestion could be upheld only if it were decided at the same time to eliminate the general debate. Otherwise, it could lead only to repetitions and thence to an increase of documentation. The Chinese delegation could not therefore accept that proposal.

65. With regard to the comments made by various members, it seemed that the difficulty lay mainly in the wish expressed by the majority of the members that the report should contain not only the majority conclusions or recommendations, but also the individual considerations which had led to those conclusions. The need to avoid repetitions was universally acknowledged, but the only way to achieve that result was for the members of the Council themselves to apply the principles which they had unanimously recognized.

66. With regard to the suggestion that the questions asked by the members of the Council of the special representatives should be grouped under headings, he pointed out that the Council had already tried that method and had abandoned it after a week or two because it had given rise to confusion rather than order in the debates.

67. He agreed with the Syrian representative that a large part of the permanent data contained in the Council's report to the General Assembly might well be eliminated, such as, for example, information about geographical characteristics and climate.

68. In conclusion, he stated that if the Chinese delegation had to choose between the two alternatives proposed by the Secretary-General, it would undoubtedly prefer method B. Nevertheless, it would like the Council to continue the study of the question before taking a final decision, and would therefore vote in favour of the establishment of a committee.

69. The PRESIDENT proposed that the Council should postpone the consideration of the Syrian representative's proposal (agenda item 8 (b)) until the following meeting. He also proposed that agenda item 8 (a) should not be dealt with immediately, because that question would also be referred to the committee if one were set up. If the Council were to decide against

setting up a committee, it would consider item 8 (a) as well as items 13 and 8 (b) and would take a decision on the subject.

It was so decided.

Examination of petitions

[Agenda item 5]

SEVENTY-FIFTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.463)

70. Mr. ASHA (Syria) affirmed that, in the Standing Committee on Petitions, his delegation had been among those which had urged that the procedure laid down for the examination of petitions should be applied to all the communications enumerated in working paper T/C.2/L.79. The vote having been evenly divided, the Standing Committee had not adopted the proposal. He would like the Trusteeship Council to review that decision, which was recorded in paragraph 4 of the report under consideration (T/L.463).

71. Mr. MASSONET (Belgium), Chairman of the Standing Committee on Petitions, pointed out that there could be no question, in any case, of amending paragraph 4, which merely recounted what had happened in the Standing Committee.

72. After a brief procedural discussion in which the PRESIDENT, Mr. MASSONET (Belgium), Mr. QUIROS (El Salvador), Mr. PIGNON (France) and Mr. TSARAPKIN (Union of Soviet Socialist Republics) took part, the PRESIDENT suggested that the Council should take note of paragraph 4 of the Standing Committee's report.

It was so decided.

73. The PRESIDENT asked the Council to take a decision on the Syrian representative's proposal.

74. Mr. PIGNON (France) said that he had two observations to make on the Syrian proposal. The first related to a question of principle: the Council had established a system of classifying the various documents addressed to it in order to enable the Standing Committee to cope with its formidable task. The Syrian representative's proposal would completely alter the practice which the Standing Committee on Petitions had been following successfully for some years. The second observation related to a point of fact: in examining the list of documents submitted to it, the Standing Committee on Petitions had done some very substantial work; and furthermore, as the records showed, the representatives of the Administering Authorities had displayed very great understanding and tolerance. The only documents to which the procedure established under rule 90, paragraph 3, of the rules of procedure had not been applied were documents to which, so to speak, no significance could be attached.

75. Mr. DAYAL (India) warmly supported the Syrian representative's proposal. The Indian delegation would like to support in the Council the point of view it had maintained in the Standing Committee on Petitions, namely, that all petitions and communications should be treated in accordance with the established procedure.

76. The PRESIDENT put the Syrian delegation's proposal to the vote.

There were 6 votes in favour and 6 against.

77. Mr. QUIROS (El Salvador) proposed that the Council should take immediately the second vote provided for in the rules of procedure.

It was so decided.

There were 6 votes in favour and 6 against. The proposal was not adopted.

78. The PRESIDENT then put to the vote the report of the Standing Committee on Petitions (T/L.463), except paragraph 4.

The report was adopted by 9 votes to 1, with 2 abstentions.

79. Mr. TSARAPKIN (Union of Soviet Socialist Republics), speaking in explanation of his vote, recalled that throughout its participation in the work of the Trusteeship Council the delegation of the USSR had protested against the classification of petitions and communications into two separate categories. The result of that method was to prevent the Council from examining and taking appropriate action on numerous requests or complaints from the peoples of the Trust Territories. The representatives of the Administering Authorities had just thwarted a further attempt to put an end to that deplorable state of affairs. The USSR delegation had therefore been compelled to vote against the report of the Standing Committee on Petitions in so far as it reflected and, so to speak, sanctioned that unjustifiable procedure.

80. Mr. PIGNON (France) pointed out that the representatives of the Administering Authorities had been guided only by the desire to enable the Council and the Standing Committee to carry out their work. If the USSR representative so desired and the other members had no objection, the speaker would not oppose the Council's reviewing the work of the Standing Committee on Petitions; it would then be easy to show, with reference to each individual case, that the general communications and petitions which the Committee had discarded had been discarded with good reason.

81. Mr. SCOTT (New Zealand) expressed gratification at the French representative's statement, which confirmed the correctness of the New Zealand delegation's vote.

Arrangements for a periodic visiting mission to Trust Territories in East Africa (T/1112, T/1113)

[Agenda item 6]

82. The PRESIDENT invited the members of the Council to complete the membership of the United Nations Visiting Mission to Trust Territories in East Africa, 1954, and submitted for their approval the nomination of Mr. Mason Sears by the Government of the United States of America (T/1112) and that of Mr. John Stanhope Reid by the Government of New Zealand (T/1113).

Mr. Sears (United States of America) and Mr. Reid (New Zealand) were appointed members of the Visiting Mission by 9 votes to none, with 2 abstentions.

83. The PRESIDENT then called upon the Council to appoint the Chairman of the Mission.

84. Mr. ASHA (Syria), supported by Mr. SEARS (United States of America) and Mr. EGUIZABAL (El Salvador), nominated Mr. Reid.

Mr. Reid (New Zealand) was appointed Chairman of the Visiting Mission by 10 votes to none, with 2 abstentions.

85. Mr. SCOTT (New Zealand) thanked the members of the Council for the appointment, which he regarded as an honour for his country.

**General Assembly resolution 752 (VIII) and
Trusteeship Council resolution 866 (XIII):
Attainment by the Trust Territories of the
objective of self-government or independence:
report of the Secretary-General (T/L.464)**

[Agenda item 11]

86. Mr. SINGH (India) congratulated the Secretary-General on the admirable report (T/L.464) he had submitted to the Council. In view of the document's provisional nature, the observations to which it gave rise could only be preliminary. In the light of that observation, the Indian delegation affirmed that the information on the Territories already considered which the Secretary-General had included in the report represented the barest minimum; it did not seem that it could be further condensed without involving the Council and the General Assembly in difficulties in their study and appraisal of conditions in the Trust Territories. Since the report would be the first to be prepared

on the attainment by the Trust Territories of the objective of self-government or independence, it was important that all the relevant information on the various aspects of the question should be available in one and the same document. The Indian delegation would therefore urge that the Secretary-General should give the information relating to the three Territories which remained to be considered the same scale of treatment and the same form.

87. His delegation entirely approved the interpretation placed by the Secretary-General on the expressions "measures taken or contemplated towards self-government" and "consultations with the inhabitants" (T/L.464, para. 4 and 5).

88. In conclusion, he pointed out that the Council would be able to discuss the conclusions and recommendations it should include in its report to the General Assembly only when it had all the material before it.

The meeting rose at 5.35 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Friday, 4 June 1954,
at 2.10 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

General procedure of the Trusteeship Council:

(b) **Supplementary information for the examination of annual reports: proposal by Syria (T/L.446)**

[Agenda item 8 (b)]

General Assembly resolution 789 (VIII): Control and limitation of documentation (T/1120) (continued)

[Agenda item 13]

1. In accordance with the suggestion he had made at the previous meeting, the PRESIDENT invited delegations to present their observations on agenda items 8 (b) and 13 before deciding on the advisability of setting up a committee to study those questions.

2. Mr. HOO (Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories) noted that the written proposals of the Secretary-General (T/1120) had been commended by the majority of delegations but that there had been some misunderstanding of certain details.

3. The suggestion that the drafting committees should prepare draft recommendations on the basis of formal

proposals did not mean that delegations must submit such proposals in writing separately from their speeches in the general debate. Nor did that suggestion mean that the drafting committees should consider such formal proposals outside the context of all the opinions expressed in the debate.

4. The suggestion for more succinct summaries of the observations of individual members for inclusion in the Council's final report was intended merely to avoid the duplication resulting from the current practice, and would not limit the right of any delegation to have its views set forth in the report.

5. The working papers outlining conditions in the Trust Territories were actually preliminary drafts designed to facilitate the work of the drafting committee in preparing the chapter of the Council's final report dealing with conditions in those Territories. They were drawn up in accordance with the specific directives of General Assembly resolution 473 (V) and, as they were not summaries of the annual reports, they should not be considered during the phase of the debate devoted to examination of the annual reports.

6. The Secretary-General's proposals would not affect the comprehensive examination by the Council each year of conditions in a Territory, but would modify only the form of the report of the Council to the General Assembly, to the extent that a full description of such conditions would be given only in the years when the report of a visiting mission to the Territory was examined. In the intervening years, the Council would still report on all significant events occurring during the interval and would supply the necessary factual background for every conclusion and recommendation it adopted.

7. Finally, the Assembly would certainly welcome an effort by the Council to reduce its final report to a more concise form, both because of the economies thus achieved and because of the greater usefulness of a less voluminous documentation.

8. Mr. ASHA (Syria) recalled that his delegation's proposal (T/L.446) had been held over from the thirteenth session, and that its operative part merely invited the Administering Authorities to give favourable consideration to the advisability of submitting a written statement outlining significant events which might have occurred in the Trust Territory during the period between the end of the year covered by the annual report and the moment when the Council took up that report.

9. He hoped that the idea had been received with favour and that such a statement would be forthcoming at the current session with respect to the Trust Territory of the Pacific Islands, for example. He was disappointed to find that no such summary had been prepared for the Trust Territory of Somaliland under Italian administration, which the Council was to consider immediately.

10. Sir Alan BURNS (United Kingdom) said that he would support the Syrian proposal, but emphasized

that the preliminary statement requested should in no case serve as any more than a brief background to the debate on the Territory under study; the real basis for the debate was still the Administering Authority's annual report.

11. Mr. SCOTT (New Zealand) reserved his Government's position with respect to the supplementary information called for by the Syrian proposal. As the Administering Authority for Western Samoa, New Zealand would continue to endeavour to make available to the Council the fullest and most recent information on conditions there, in accordance with its obligations under the Charter and the rules of procedure. The special representative for the Territory would continue to bring that information up to date in his opening statement preceding the presentation of the annual report. That report for Western Samoa was not normally due before the end of June, but, in practice, a special effort was made to have it submitted before the end of May. Accordingly, compliance with the Syrian request would create the anomaly of submission of the supplementary report before the annual report itself was in the hands of the Council members. Moreover, the preparation of a supplementary report would place an unwelcome burden on the small staff of administrative officers in Western Samoa.

12. It was to be deduced from the first paragraph of the Syrian proposal that the author considered the supplementary report most essential with respect to the six African Trust Territories which came under Council examination a year after submission of the relevant annual reports.

13. Mr. QUIROS (El Salvador) recognized that the procedure suggested by Syria could more usefully be applied to the African Trust Territories than to the Pacific, inasmuch as the annual reports on the latter were examined comparatively soon after the close of the year to which they referred. Nevertheless, his Government would support the Syrian proposal in the belief that it would expedite the Council's work and lighten the burden of the special representatives. It should be noted, however, that the draft resolution (T/L.446) merely invited favourable consideration by the Administering Authorities; it did not bind them to adopt the proposed new procedure.

14. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) pointed out that the Special Representative's opening statement achieved the purpose of the Syrian proposal, as the remarks of the Administrator for Somaliland under Italian administration would demonstrate later in the meeting. Moreover, the Italian Government reserved its position with regard to the production of the supplementary statement suggested by Syria owing to the practical difficulties of producing and circulating it sufficiently in advance for it to be useful to the Council.

15. Mr. PIGNON (France) said that his Government could not assume the additional obligation imposed by the Syrian proposal for reasons of principle and of fact. It could not assume a moral commitment which it might not be in a position to fulfil; the administration of each Trust Territory under French administration required a relatively long time to evaluate.

16. Nevertheless, the French delegation in New York would endeavour to prepare a concise document em-

bodying the major part of what would normally constitute the opening remarks of the special representative for submission to the Council some ten to fifteen days before it examined the annual report on a given Territory under French administration.

17. Mr. FORSYTH (Australia) felt that the special representative's opening remarks more effectively brought up to date the information on conditions in a Trust Territory than any prepared advance statement, and that it was neither necessary nor desirable to produce a formal supplementary report. After careful consideration of the Syrian proposal, the Australian Government found that it could not support it.

18. Moreover, there was no reason to refer the matter to the committee proposed at the previous meeting; it should be voted upon without further delay.

19. Mr. SEARS (United States of America) said that he would vote in favour of the Syrian proposal. His Government would do its best to submit the supplementary information requested in advance of the Council's consideration of the Trust Territory of the Pacific Islands, in 1955.

20. Mr. RYCKMANS (Belgium) said that after study, his Government had concluded that the supplementary report suggested by Syria was unnecessary and undesirable. Preparation of the annual report on the Trust Territory of Ruanda-Urundi required a great deal of effort and the local administration could not assume the additional burden imposed by the draft resolution. The special representative took great pains to inform the Council of the latest legislation and developments before the debate opened on the annual report itself, and would continue to do so. Submission of a supplementary report was likely to provoke debate on that document when full attention should be directed, on the contrary, to the annual report for a comprehensive picture of conditions in the Trust Territory. Belgium would vote against the Syrian proposal.

21. Mr. DAYAL (India), Mr. DORSINVILLE (Haiti) and Mr. S. S. LIU (China) supported the Syrian proposal.

22. Mr. ASHA (Syria) emphasized that his proposal merely called for "written statements" and not for formal documents. Its intention was not to detract from the importance of the annual report, which should, of course, be received first.

23. The PRESIDENT observed that as members of the Council seemed prepared to vote at once on the Syrian draft resolution, that text did not require further study by the committee he had proposed at the previous meeting.

24. He then called for a vote on his proposal that a committee should be established to study the proposals contained in the Secretary-General's report on the control and limitation of documentation (T/1120).

That proposal was adopted by 8 votes to 1, with 3 abstentions.

25. The PRESIDENT announced that the committee would be composed of the representatives of Belgium, India, Syria and the United States.

26. He then called for a vote on the Syrian draft resolution (T/L.446).

The draft resolution was adopted by 8 votes to 3, with 1 abstention.

General procedure of the Trusteeship Council:

(a) Report of the Standing Committee on Petitions (T/L.465)

[Agenda item 8 (a)]

27. The PRESIDENT drew attention to the seventy-sixth report of the Standing Committee on Petitions (T/L.465), which dealt with the procedure for the examination of petitions; and in particular to the draft resolution appearing in paragraph 24 of the report.

28. Mr. MASSONET (Belgium), Chairman of the Standing Committee on Petitions, stated that the Standing Committee on Petitions had drawn up its report on procedure for the examination of petitions in the light of Council resolution 467 (XI). In accordance with its terms of reference it had examined rules 24, 84, 85, 86 and 90 of the rules of procedure and had come to the conclusion that amendments were required to rules 86 and 90. Those were to be found in its report, as also were certain practical suggestions, set forth in paragraphs 8 and 20.

29. Mr. FORSYTH (Australia) welcomed the report and was prepared to support the draft resolution in paragraph 24, but had some observations to make on the suggestions made in the remainder of the document.

30. His delegation recognized the need for the timely submission of observations on petitions and approved the proposed extension of the time allowed from two to three months. It would point out, however, and the remark was pertinent to Australia, that there would remain cases in which the Administering Authority would still be unable to submit the requisite information in time. It also agreed that it would help to shorten the interval between the receipt of a petition and the submission of observations on it if the Secretariat were to dispatch a copy of the petition to the Government of the Territory concerned at the same time as the petition was formally transmitted to the Administering Authority. It would suggest, however, that a speedier method might be for the Secretariat to send the petition to the office of the delegation concerned in New York; the Australian delegation would prefer that method and, as the recommendation was not formal, took it that it would be consulted as the need arose.

31. With regard to the content of the Administering Authority's observations, it was prepared to accept the proposed change in the rules of procedure (T/L.465, para. 24), but would point out that it was not always easy for the Administering Authority to make its comments complete as some petitions entailed lengthy research.

32. The Australian delegation agreed that the Standing Committee on Petitions should be permitted to meet as often as it deemed it necessary, but doubted the possibility of its arranging meetings between sessions of the Council.

33. In the body of its report the Committee had suggested (T/L.465, para. 20) that classified summaries of general petitions should be annexed to the working papers prepared by the Secretariat on conditions in individual Territories. That was a task which might well be left to the delegations themselves, and in any case it should not be allowed to lead to an increased volume of documentation.

34. Mr. SCOTT (New Zealand) said that his delegation considered the report helpful, and was prepared to vote for the draft resolution in it.

35. With regard to the suggestion made in paragraph 13, his delegation could not but agree that ideally the Committee should meet between and not during sessions of the Council. For practical reasons, however, and particularly in order that special representatives of the Administering Authorities might be present during the examination of petitions, it was preferable that the Standing Committee should continue to hold meetings during sessions of the Council.

36. With regard to the suggestion in paragraph 20, his delegation feared that its effect would be to increase the volume of paper before the Council.

37. The PRESIDENT put the draft resolution in paragraph 24 of document T/L.465 to the vote.

The resolution was adopted by 9 votes to none, with 5 abstentions.

38. Mr. MASSONET (Belgium) said that his delegation had been unable to give its full support to the Standing Committee's report because it could not accept certain of the considerations leading to the proposed modifications in the rules of procedure. It was of the opinion that the rules adopted provisionally at the eleventh session of the Council (453rd meeting) were adequate to enable the Committee to carry out its work effectively. It also had reservations to make with regard to the suggestion in paragraph 8 of the report.

39. Mr. PIGNON (France) said that, although his delegation had voted for the report in the Committee, it had abstained in the vote just taken because of certain considerations embodied in the report. It was not opposed to the Committee's formal recommendations.

40. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that his delegation had abstained from voting on the resolution because it was based on the arbitrary method of classifying petitions, the introduction of which his delegation had opposed at the eleventh session of the Council (413th and 453rd meetings). Furthermore, his delegation saw no reason for extending the period of time allowed to Administering Authorities to submit observations on petitions, especially as such a measure was contrary to the interests of the petitioners.

General Assembly resolution 752 (VIII) and Trusteeship Council resolution 866 (XIII): Attainment by the Trust Territories of the objective of self-government or independence: report of the Secretary-General (T/L.464) (continued)

[Agenda item 11]

41. Mr. ASHA (Syria) wished to associate himself very closely with the remarks made by the representative of India at the preceding meeting in appreciation of the Secretary-General's interim draft report (T/L.464, annex). He agreed with that representative that the report should not be further reduced in length and that the three Pacific Trust Territories yet to be reported on should be treated in the same way as the rest. He would, however, urge the greatest possible expedition in completing the final report in order that the Council should have adequate time before the end of the session to formulate its conclusions and recom-

mendations. It was clear from Conference Room Paper No. 2¹ that recommendations made in the past had been inadequate to meet the real situation in the Territories concerned, and his delegation earnestly hoped that the Council would be provided with sufficient information for its recommendations to be of real value. He reserved his delegation's right to make proposals at a later stage.

42. Mr. EGUIZABAL (El Salvador) endorsed the statements made by the representative of India at the previous meeting. He did not agree with the suggestion made in paragraph 3 of the Secretary-General's report (T/L.464) that the material should be further condensed by the use of references; that would reduce the report to a mere index.

43. The PRESIDENT proposed that further consideration of the item should be postponed until the Council had before it a complete report, as requested by certain of its members.

It was so decided.

The meeting was suspended at 3.50 p.m. and resumed at 4.15 p.m.

Examination of conditions in the Trust Territory of Somaliland under Italian administration:
(a) annual report of the Administering Authority (T/1116, T/1117 and Add.1, T/1122);
(b) petitions circulated under rule 85, paragraph 2, of the rules of procedure

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Salah (Egypt) and Mr. López (Philippines), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, and Mr. Martino, Administrator of the Trust Territory, took places at the Council table.

OPENING STATEMENTS

44. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) presented the Italian Administration's fourth annual report on the Trust Territory of Somaliland² and introduced the Administrator of the Territory, Mr. Martino. The special representative for Somaliland, Mr. Mochi, would be present during the discussion to give the Council any detailed explanations that might be required.

45. The economic development plans to be carried out in Somaliland between 1954 and 1960, which Mr. Martino would describe in greater detail, were concentrated primarily on the development of agriculture, irrigation and stock-breeding, the creation of a stable agricultural population and the gradual elimination of nomadism. Although they had been drawn up well before December 1953, they exactly met the wishes expressed by the General Assembly in resolution 755 (VIII), paragraph 2 (c). The main problem was to find private or public Italian or foreign capital prepared to back the Administration's efforts and supplement the Territory's inadequate financial resources.

46. On 28 March 1954, the first municipal elections had been held in Somaliland and 80 per cent of the electorate had participated in the voting. The success achieved by the Somali Youth League clearly showed that the preparations and the elections themselves had been conducted in a democratic spirit and the foundation had been laid for elections in the near future to the Territorial Council, to which the deliberative and legislative powers in the Territory would gradually be transferred. The municipal elections represented a decisive step towards independence.

47. In that connexion, the Italian Prime Minister had emphasized in the Italian Parliament on 10 March 1954 that Italy's task under the Trusteeship Agreement would culminate in the complete independence of Somaliland in 1960 and that no mental reservations on that point were possible.

48. The Italian Government had noted that the Council attached great importance to the question of finding a speedy and satisfactory solution to the problem of the frontiers between Somaliland and Ethiopia. As he had stated at the twelfth session of the Council, the Ethiopian Government had agreed in principle to the appointment of two delegations to solve the frontier question through bilateral negotiation. As stated on page 29 of the annual report, the Ethiopian Government had subsequently proposed that the two parties should appoint two experts to gather the essential data and determine the principles to be followed by the two delegations. That proposal had been accepted by the Italian Government. No further action had been taken by the Ethiopian Government. The Italian Government believed, nevertheless, that there should be no insuperable obstacles to a final and satisfactory settlement of the frontier problem.

49. Mr. MARTINO (Administrator of Somaliland under Italian administration) said that the Administration's constant co-operation with the United Nations Advisory Council was the best guarantee that Italy's policy in Somaliland was in keeping with the terms of the trust which Italy had freely accepted.

50. In resolution 755 (VIII) the General Assembly had made a series of recommendations to the Administration. While the Administration had received those recommendations with the greatest respect, it felt that they were somewhat unnecessary because the points raised should be the main objectives of any administration in any Trust Territory.

51. In the political field, representative bodies were gradually becoming elected bodies with deliberative powers. The Somali members had little previous preparation and, in the interests of future stability, it had been necessary to proceed gradually. During recent years the members of the various bodies had become familiar with the Territory's problems and the detailed study of those problems had helped to develop a sense of balance and responsibility. The Territorial Council's contribution to the preparation of laws and the suggestions of the municipal councils had become so valuable that the Administration and the heads of the municipalities nearly always sought their advice.

52. After the preliminary period of training, the first municipal elections in Somali history had been held in March 1954 on the basis of universal, male, direct and secret suffrage, with proportional representation. The significance and success of the elections could not be overestimated. The Somali people had shown their

¹ Document circulated to members of the Council only.

² See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

sense of civic responsibility by their orderly conduct at electoral meetings and by the very large number of voters and the very small number of invalid ballots. The Administration, for its part, had placed no restrictions on propaganda. Everything possible had been done to ensure that the Somalis voted in full independence, freedom and secrecy. In that connexion, it was significant that the party which had obtained the most votes was the Somali Youth League, the party which was least well disposed towards the Administration. The Administration was making every effort to establish Somali institutions on a firm basis and he could assure the Council that, when Somaliland attained independence, it would have representative bodies conscious of their responsibilities. It would be foolhardy to suggest that Somaliland should immediately be endowed with a parliament of the type seen in more advanced countries.

53. The more educated Somalis of all political parties were in agreement that a period of training must necessarily precede the process of "somalization" and that it would be dangerous and unfair to entrust responsible posts to untrained persons. Those posts should be reserved for the students now attending the School of Political Administration. During the past year additional Somalis had been given political and administrative responsibilities. The first eight Somali police officers had just returned from Italy and would take up their duties after a short period of practical training. A number of Somali non-commissioned police officers were taking courses to qualify as officers. As it was estimated that 25 police officers would be enough for the Territory in 1960, the training of Somali police cadres was fairly advanced.

54. In view of the policy of Somalization and the fact that approximately 9,000 Somalis were already public officials, an ordinance had been enacted, after thorough consideration by the Advisory Council and the Territorial Council, guaranteeing them a clearly defined legal status, security of tenure and adequate pay. Ordinances concerning freedom of association and freedom of meeting had also been promulgated.

55. The judicial structure was gradually being completed and the judiciary would ultimately be fully independent. In order to ensure the total separation of judicial and administrative functions, an ordinance would soon be promulgated giving the regional judges the power to preside over regional courts, a function at present exercised by the regional commissioners. A court of justice would be set up within the next year to act as audit office and administrative tribunal. Thus, there would soon be courts of all instances in the Territory although Italian judges would still preside in some of them. Obviously the principle of the complete independence of the judiciary would be further strengthened when the judges were responsible only to the president of the court of justice in the Territory.

56. The Administration had had certain very reasonable qualms about abolishing the system of collective sanctions but had decided to suspend the application of collective sanctions for a period of two years. He hoped that that experiment, which met the wishes of the General Assembly, would not lead to an increase in the inter-tribal disputes which disturbed the peace in the Territory from time to time.

57. When Italy had assumed trusteeship responsibilities for Somaliland there had been very few Somalis

with any degree of education. To expedite matters, the Administration had set up the School of Political Administration to train the more capable Somalis for senior administrative posts, although they did not have the necessary academic qualifications. The five-year plan for education had given a new impetus to primary, secondary and vocational education. In addition to the children attending ordinary schools, almost 3,000 pupils were receiving instruction in 37 elementary classes and numerous specialized courses run by the members of the security corps and the police, who were a valuable factor in the cultural and educational advancement of the Somali people.

58. During the year, a great deal had been done to combat disease, particularly malaria and tuberculosis. Anti-malaria disinfection had been extended to all the centres where it was most urgently needed. Dispensaries and isolation wards, with the most modern equipment, had been opened in the main regional hospitals. The first anti-tuberculosis campaign had taken place in July 1953. Two mobile units had just been set up which would make it possible to carry out epidemiological and health surveys in the most remote areas of the Territory.

59. His Government was deeply grateful for the technical assistance which the United Nations and the specialized agencies had rendered to the Territory. The United Nations Technical Assistance Administration had just submitted new proposals to the Administration providing for the provisional allocation of \$75,000 for 1955. That sum would be divided between the World Health Organization, the United Nations Educational, Scientific and Cultural Organization and the Food and Agriculture Organization.

60. The Italian Administration was proud of its advanced legislation on social defence, the protection of the human personality and labour. The existing legislation had been supplemented during the past year by further ordinances on the work of women and minors, private insurance and compulsory insurance against occupational diseases.

61. The development projects to which he had already referred would inevitably lead to a gradual increase in expenditure and an increasingly heavy charge on the budget of an independent Somaliland. He sometimes wondered whether the real financial possibilities of an independent Somaliland were being taken sufficiently into account. In the meantime, however, the Administration was trying hard to reduce administrative expenses. During the previous year the Italian civil and military personnel had been reduced by 273. Further reductions would be carried out gradually, but a due sense of proportion must be retained. Any further reduction in the armed forces was impossible in view of the need not only to ensure a minimum of security throughout the Territory, but also to organize and train the Somali armed forces. It should also be borne in mind that the air force units and marine detachments were responsible respectively for civil aviation and the telecommunications system in the Territory and that those activities were a source of revenue.

62. The Administration was doing its utmost to increase production, raise the standard of living and reduce the budget and balance of payments deficits. Among the more important economic developments, some of which had taken place early in 1954, were the setting up of new agricultural co-operatives and irriga-

tion consortia; the building of the large reservoir at Coriolei, which would provide water for 60,000 head of livestock; considerable freeing of trade; the stocking of cereals, which had made it possible to prevent speculation and to ensure the growers fair prices; an increase in Italy's imports of bananas and a consequent increase in the customs duties accruing to the Territory; work on the digging of 150 wells with very satisfactory results; and, lastly, the establishment of the Somali Credit Institute for granting loans to Somali farmers, craftsmen and industrialists.

63. It was encouraging to note that the Somali people were taking a growing part in production and trade: there were now agricultural co-operatives, building construction companies and transport companies entirely composed of Somalis and the Somalis were gradually taking part in the production of bananas and in the import and export trade. Progress in the economic sector and elsewhere was due to a gradual increase in the Somalis' capacity for initiation and organization, qualities which had hitherto been the monopoly of the Arab, Indian and Pakistani communities.

64. The Administration had drawn up an over-all economic development plan, with the main emphasis on agriculture and stock-breeding, which were and would for many years be the principal sources of wealth in the Territory. That plan was obviously not complete or final, particularly in so far as long-term estimates and possibilities were concerned. The expansion of the existing agricultural and industrial establishments in the Territory, for example, had not been taken into account. It depended on capital investment and the implementation of extensive plans that could be carried out only with substantial international assistance, which did not unfortunately seem likely to materialize for the moment.

65. His Government was grateful to the United States Government for the technical and financial assistance of the Foreign Operations Administration in a large-scale well-digging programme; an agreement on further assistance had been reached during the past few days.

66. There was no doubt that an increase flow of private or public and international capital would give a decisive impetus to the economic development of the Territory. Nevertheless, the Administration's constant efforts to encourage capital investment had been offset by uncertainty about the fate of private investments after 1960 and the greater profits which private investments could find in other and richer areas in Africa. In January 1954, the Territorial Council had unanimously adopted a motion giving the most formal and solemn assurances that any foreign private enterprises carrying out their activities in the Territory through the investment of capital would be respected and protected and would receive a treatment equal to the treatment received by the indigenous enterprises even when, in the future, the status of the country was changed.

67. Some parts of the economic development plan, which would be completed by 1960, had already been put into effect. Any gaps would certainly be filled in by a further study to be carried out in the near future.

68. In the agricultural sector it was proposed to increase the production of cereals to ensure self-sufficiency and, if possible, provide a surplus for ex-

port; to develop industrial and commercial crops for export and to meet the needs of the local textile; sugar and oil industries, which would help the Territory to achieve complete self-sufficiency; and to modernize indigenous agriculture by the use of animals and machinery. In the area of the Middle and Lower Scebeli it was proposed to build a number of catchment-basins, and flood-prevention works and irrigation channels. Those works would ensure regular and continuous irrigation for approximately 30,000 hectares and would benefit more than 20,000 families. In the Middle and Lower Giuba, plans had been prepared to improve the indigenous irrigation systems, which consisted of the flooding of numerous depressions known as *descecks* along the course of the Giuba. There were two different types of *desceck* and two pilot projects had been prepared to ensure a continuous flow of water to the farms in that area. Approximately 6,000 families cultivating an area of 9,000 hectares would be involved. The development plan provided for the improvement of 2,300 farms by building 240 tanks to collect rainfall, distributing tools and installing a silo on each farm. An area of 13,000 hectares and 2,600 families would be affected.

69. The total cost of the agricultural development works planned for the period from 1954 to 1960 was approximately 3 million dollars. An area of 74,000 hectares would be involved and the standard of living of approximately 200,000 farmers would be considerably improved.

70. Approximately two-thirds of the inhabitants of the Territory lived by livestock-breeding. The Administration proposed to restrict nomadism, which was linked to the inadequate water supplies for the livestock; to make livestock-breeding a stable activity, thereby increasing the yield of livestock capital; to modernize the practices of branding, flaying and drying hides; and, lastly, by means of higher production and improved quality, to ensure a steady flow of goods for export and the supply of animals on the hoof to meet the needs of the proposed meat-packing industries. To that end the Administration proposed to drill 220 deep wells and dig 450 shallow wells and to set up the following installations: reservoirs with a total capacity of approximately 1 million cubic metres; an experimental stock-breeding farm for the selection of livestock with a better productive capacity and more resistance to their environment; collection centres for the initial processing of livestock products, particularly milk and butter, with a view to export. The veterinary service was to be improved by equipping mobile units for the vaccination of livestock. It was estimated that the livestock programme would cost more than \$2,500,000. The proposed wells and reservoirs would provide more than 10 million litres of water a day and allow 360,000 head of livestock to be watered daily. The provision of better water supplies would solve the serious problem of livestock migration and nomadism, which had adverse effects not only on the country's economy, but also on social advancement and education. The geographical distribution of the first wells had been studied with a view to reducing the disputes between various ethnic groups over the ownership of wells or access to watering points. It was estimated that the production of livestock capital would increase by an average of 7 million somalos each year, and that would lead to an increase of at least 3 million somalos in exports.

71. The Administration also had development plans for communications, urban sanitation, hydraulic and electrical installations, arts and crafts, industry, trade and credit. Provided that adverse and unforeseen factors did not develop, remarkable results would be achieved once the plans to increase the *per capita* income and to ensure a balanced budget and the balance of payments were completed. The *per capita* income of the agricultural and pastoral population should increase by 62 to 200 somalos a year and the average *per capita* income for the whole population should rise from 160 to 180 somalos a year. The territorial budget would benefit from the increase in taxes, import duties and various other levies and the balance of payments situation would considerably improve. The current deficit would be reduced by more than 22 million somalos.

72. Mr. SALAH (Egypt), Chairman of the Advisory Council for Somaliland, said that the Colombian representative, as the only member of the Advisory Council present in Somaliland when that organ's annual report was prepared, had compiled the report (T/1116) and would present it to the Council.

73. Mr. DE HOLTE CASTELLO (Colombia), introducing the report of the Colombian delegation on the activities of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration covering the period 1 April 1953 to 31 March 1954, said that during the year in question all three members of the Advisory Council had met only on twenty-eight days, and a quorum of two members on twenty-three days. His delegation had pointed out at the eleventh session of the Trusteeship Council (415th meeting) that the Advisory Council would function more effectively if it met twice a year for three months before the sessions of the Territorial Council, in order to be able to advise the Administration as it might decide to do under article 8, paragraph 1, of the Trusteeship Agreement; that a quorum of two members, each of whom had a virtual right of veto over the other, could not effectively replace a three-member organ; and that his proposed arrangement allowed for the annual attendance of the Advisory Council's members at the Trusteeship Council and the General Assembly. Subsequent experience had confirmed the truth of those observations.

74. The Egyptian member of the Advisory Council had been in Somaliland in December 1953 and had been able to familiarize himself with local conditions and to initiate the study of the problems which the Council had to examine. He himself had been in Mogadiscio from January to March 1954, when the Administering Authority had been adopting political and economic measures vital to the Territory's development. The Administration had supplied all the information requested by the Council and the Council had been able to make detailed recommendations to the Administering Authority concerning banana exports, sugar production, the import of agricultural and industrial equipment, the budget, the creation of the Somali Credit Institute, the organization of municipal elections and the status of Somali civilian staff of the Trusteeship Administration.

75. In the interest of clarity and brevity, the report summarized the correspondence exchanged between the Advisory Council and the Administering Authority and the ordinances issued by the latter. In order to

comply with General Assembly resolution 755 (VIII), it included references to certain important matters, such as the sinking of wells, the territorial budget and the five-year plan for the development of education in Somaliland, which the Council was still studying.

76. Thanks to the efforts of the Administering Authority and the heads of the political parties, the first elections by universal male suffrage to take place in the Territory — the municipal elections of 28 March 1954 — had been conducted calmly, and their success testified to the political maturity of the population. The Administering Authority was vigorously pursuing its scheme to provide wells and, with the Foreign Operations Administration of the United States, was planning to improve the area watered by the Giuba River, to encourage dry-soil cultivation in the Upper Giuba, to develop agricultural co-operatives and so forth. The Egyptian Government had co-operated actively in education: it had provided 87 fellowships for Somali students since 1950 and had opened in Mogadiscio an institute of Islamic studies which had been attended by 60 students in its first year. The five-year plan for education was still in operation and had been adapted to UNESCO principles.

77. Paragraphs 8 to 12 of the report stated the Advisory Council's position with regard to compliance with the terms of General Assembly resolution 755 (VIII).

78. The Administering Authority was making every effort to ensure that when Somaliland became independent it would have sufficient resources to preserve its freedom. As the report showed, the Administering Authority was giving special attention to economic matters; that policy received the full support of the population, as was evidenced by the unanimous motion of the Territorial Council annexed to the report. The competent international agencies should devote special attention to the economic development of Somaliland; indeed, in view of the employment of hundreds of foreign experts to develop Libya's resources, it would be unjust not to accord similar benefits to the Trust Territory of Somaliland. The problem was complex, for it would be necessary to determine what form such assistance should take and which agencies should administer it. The Belgian, French and Colombian delegations had all expressed anxiety about the Somali economy at previous sessions of the Trusteeship Council and had emphasized the effort needed to make the Territory really independent. The assurance to foreign investors given by the Territorial Council deserved full recognition as the maximum effort the people of Somaliland could make in that direction.

79. The agreement between Italy and Ethiopia to delimit the Somali-Ethiopian boundary had not yet been reached. He was unable to say whether the very frequent incidents occurring along the provisional frontier were due to the temporary nature of the boundary or to nomadic tribes being denied access to pastures and watering places. The situation in the area was tense, and the representatives of tribes in the Mudugh region had lately notified the Advisory Council and the Administering Authority that, failing proper protection, they would shortly take the law into their own hands. The Administering Authority could not hope to stabilize the situation without deploying large armed forces along the frontier to prevent rebel bands from entering Somaliland; and, if the frontier

population finally lost patience, the raids and reprisals which had already cost hundreds of lives would develop into warfare on such a scale as to warrant the intervention of the Security Council. The Italo-Ethiopian

agreement should be concluded as soon as possible and should be accompanied by other measures to ensure that the frontier was respected and hostilities stopped.

The meeting rose at 5.45 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (*continued*)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Salah (Egypt), Mr. López (Philippines), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

OPENING STATEMENTS (*concluded*)

1. Mr. SALAH (Egypt) thanked the Colombian representative on the Advisory Council for Somaliland for having prepared such a detailed report (T/1116) on that Council's activities. Generally speaking, his delegation had no objection to the report.

2. The most significant event in the Territory's political life had been the municipal elections on 28 March 1954. The report on the Advisory Council's work, which had been prepared before 28 March, did not include detailed information about them. The Egyptian representative, who had arrived in Somaliland a few weeks after the elections, had been able to collect some information which Mr. Salah felt obliged to report to the Council. The holding of democratic elections for the first time in Somaliland had been the most important political event which had occurred under the Trusteeship System

in the Territory. The electoral campaign had been very lively and had aroused keen interest among the entire population, which was a happy omen for the political future of the Territory. The elections, which had concerned only the inhabitants of the municipalities, had taken place without incident; the number of abstentions had been negligible, more than 75 per cent of the electorate having voted, and the number of spoilt papers had been surprisingly small. As the majority of the electorate were uneducated, those facts attested to the political maturity of the Somali people. The breakdown of votes obtained by the seven main competing political parties had been the following: Somali Youth League, 17,982; Hisbia Dighil Mirifle, 8,198; Unione Africana Somalia, 2,584; Lega Progressista Somala, 1,681; Unione Nazionale Somala, 1,137; Unione Giovani Benadir, 2,273; Unione Patriottica Somala, 1,759. The Somali Youth League had won an absolute majority in fifteen of the thirty-five municipalities and its electoral victory was therefore undeniable; the Hisbia Dighil Mirifle had won an absolute majority in six municipalities and its strength had been chiefly apparent in the area of the Upper Giuba inhabited by the Dighil and Mirifle tribes.

3. During the electoral campaign, many petitions had been received by the Advisory Council. The majority of them had been sent by local branches of the Somali Youth League, complaining of interference by regional Italian authorities in the electoral campaign. In a letter addressed to the people and published on 5 April 1954 in the newspaper *Il Corriere della Somalia*, the president of the Somali Youth League had made similar criticisms, but had pointed out that his criticism was not levelled at the central Administration at all and that his party was ready to co-operate with it constructively. His delegation welcomed such an encouraging statement made by a party which enjoyed the confidence of a substantial section of the population. It seemed that the regional authorities had been the main target of criticism, and the actions for which they were blamed might well be due to the fact that it was the first time that elections had been held in Somaliland. He hoped that, at the elections for the Territorial Council, advantage would be taken of the experience thus acquired and that no similar complaints would be voiced.

4. The Administration intended that the Territorial Council should be composed of representatives of the urban communities, chosen by direct suffrage, and of the representatives of the nomadic ethnic groups, chosen by a two-stage electoral system. As the future Council was to become the legislative body of the Territory, it was to be hoped that the Administering Authority would pay due regard to the percentage of representation obtained by each system. He also hoped that the Administering Authority would, as soon as possible, take the necessary steps to grant effective powers to the municipal councils, which were at present chosen through democratic elections. His delegation noted with satisfaction that the number of Somalis appointed Vice-Residents had been raised to five, but thought that a larger proportion of responsible posts should be given to Somalis and that the trend in that direction should be

accelerated, since it was disquieting to note that not a single senior post in the Administration was yet held by a Somali.

5. His delegation noted the praiseworthy efforts of the Administering Authority to promote the economic development of the Territory. It was, nevertheless, important to determine whether the means at present employed were adequate for the purpose to which the United Nations and the Administering Authority were pledged, namely, the independence of Somaliland, to be fulfilled in 1960. Political independence was practically meaningless without a sound and expanding economy. But there was meagre evidence of economic progress; on the contrary, according to the figures published by the Administering Authority, the public revenue for the current fiscal period would cover less expenditure than in 1951-1952; in 1953, it had been impossible to pay for imports by exports in the same proportion as in 1950 and, while total imports had dropped by 25 per cent as compared with 1952, the total value of exports had fallen still more. The drawing up of a practical and co-ordinated programme for the economic development of the Territory was therefore an immediate requirement. To adopt piecemeal policies would be to run the risk of obtaining piecemeal and sometimes contradictory results. For instance, the policy of conserving foreign exchange resources, which in practice meant restrictions on imports, had reduced foreign trade to the point of seriously curtailing economic activities and the Territory's revenues and of adversely affecting the standard of living. Likewise, freeing most imports from Italy from control while the restrictions were kept on other markets had not failed to affect the terms of trade and other economic factors. The plans for increasing agricultural production were not always integrated with those for improving road and sea transport. It seemed also that the policy adopted regarding the price of sugar and the granting of certain protection to local industry had failed to take sufficiently into account the interests of the population and its ability to support an abnormal increase in the price of such an essential commodity. It was unwise to take the exceptional prices that had prevailed in 1951 as the basis for planning the industrialization of the Territory. The result of that had been that the price of sugar was more than double the cost of local production, and that discontent had been aroused throughout the population.

6. The United Nations should take immediate and more active action to help the Administering Authority with a task which, judging by the results of four years, was too much for it to fulfil without substantial aid. Somaliland urgently needed help such as the United Nations was giving to Libya. A practical economic development programme with all objectives clearly defined should therefore be drawn up. The gradual accumulation of national Somali capital should be kept foremost in mind. The Administering Authority should apply to the United Nations for technical assistance in drawing up a general economic plan and in carrying out a number of projects. It must spare no effort to obtain foreign capital from the International Bank for Reconstruction and Development or from any other international source of supply. The responsibility for those initiatives should not devolve upon the Administering Authority alone; the economic future of Somaliland was at stake and, if the vast quantity of work that lay ahead were to be accomplished in the short period remaining, the concerted efforts of all parties involved was called for. One of the parties was the people of Somaliland, who must not only receive vocational or technical

training, but also a more general education, to enable them to take an increasing part in that work and to prepare them to assume the responsibilities of government.

7. As to social progress, the Egyptian delegation noted with satisfaction, and wished to congratulate the Administration on, the measures taken in the fields of labour and public health. However, there was still no effective legislation governing working conditions and ensuring the protection of wages. His delegation urged the Administering Authority to introduce such legislation, to make legislative provision for the rights and duties of trade unions, indicating the conditions under which they would operate, and to educate the workers in the real spirit of the trade union movement.

8. The Administration must be given credit for what had been accomplished in education since 1950. Nevertheless, the first aim of efforts in that direction should be to train a team of fully qualified Somalis capable of assuming, at the target date, in a spirit of harmony and co-operation, the responsibilities of administering their country. There was a lack of harmony and co-ordination at present in the application of educational policy: there were Somali schools, Italian schools, and Islamic institutes; education was given sometimes in Arabic and sometimes in Italian, and scholarships were awarded for study either in Egypt or in Italy. As a result the new generation would consist of several groups, differing in training, tastes and mentality, and there was the danger that the future governmental machinery would not function smoothly. That would detract from efficiency owing to the absence of the harmony and complete understanding necessary among those employed in such work. The problem was due to the fact that it was still not known which would be the language of the future State. At previous sessions, the Council had recommended the development of the Somali language in written form. However Somali was not a language in the strict meaning of the word but rather a number of dialects spoken in the different parts of the Territory. As the United Nations Visiting Mission to Trust Territories in East Africa, 1951, had reported (T/947 and Corr.1, para. 319) and the Administering Authority had confirmed in its 1953 report,¹ the Somalis themselves were apparently opposed to the use of their own language in the administration or in education. All efforts to create or teach a Somali language had failed. On the other hand, Arabic was spoken in all parts of the Territory; there was a basis for teaching it in the Koranic schools; and the Administration itself admitted that Arabic had always been considered an official language. The many petitions to the Council asking that Arabic should be made the official language and be taught more widely in the schools, the results of the 1950 referendum in which the overwhelming majority of the population had come out in favour of the use of Arabic and its approval in 1951 by the Territorial Council all showed that the people were unanimous in their choice of Arabic as their official language. The Council had no alternative but to comply with the wishes that the people had expressed in the most democratic manner. That would accelerate educational development and make it more fruitful because it would receive the whole-hearted support of the entire population. Such a decision would also satisfy the religious aspirations of the people, who, according to the information supplied by the Administering Authority, preferred

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954, p. 309.

Arabic because of their religion, and it would be in complete conformity with the Trusteeship Agreement.

9. His delegation was convinced that Italy would spare no effort to fulfil the hopes all Member States had placed in it and would set an example of what could be done to help a small, under-developed nation to achieve its independence.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE

10. Mr. ASHA (Syria) observed that, according to the Secretariat working paper on conditions in the Territory (T/L.471), there had been no major change in the structure of the Administration. Thus, apart from the five Vice-Residents' posts given to Somalis, all the important policy-making posts continued to be held by Italians. In view of the proximity of the date on which Somaliland was to become independent, he wished to know why the Administration had not begun assigning some of the senior posts to Somalis.

11. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration wished to bring about the somalization of the Administration as soon as possible. At present, there was a shortage of staff capable of carrying out the more important duties in the government. The first group of young people who had taken regular courses would be able to take over policy-making posts in 1957. Meanwhile, in order to provide the Administration with necessary staff before that date, a special political and administrative school had been established for people who were older than those in the first group. The Administering Authority was of the opinion that it would not be in the interest of the Territory to increase the rate of somalization of the Administration too much. If the posts were now given to persons without the necessary qualifications, they would not be open to the group of qualified young people who might be seeking them in a few years. It was in the interest of the future independent State to have the most competent and qualified people in the posts with the heaviest responsibilities. As to the participation of Somalis in the administrative services, at the present time a chief of section in the Department of the Interior was a Somali, five Somalis were Vice-Residents, 16 were army officers, one was chief of the port of Merca, and another was co-director of the school system. All of the third and second-class customs posts were held by Somalis; in the postal service, 15 out of 19 second-class posts were held by Somalis and the holders of three of the six principal posts were also Somalis. The staffs of the dispensaries consisted exclusively of Somalis with special training. In education the Somali outnumbered the non-Somali teachers.

12. Mr. ASHA (Syria) said that his delegation would be satisfied only when an appreciable number of Somalis held senior posts so that there would be no shortage of necessary staff when the time came for the Territory to become independent.

13. According to document T/L.471 the Territorial Council established in 1950 as an advisory body had undergone no modification since the Trusteeship Council had last examined conditions in the Territory. He wished to know what definite steps the Administration planned to take in that connexion in 1954.

14. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration planned to organize elections to the Territorial

Council as soon as possible. It was difficult to give a precise date for the elections in view of the fact that they would involve not only the population of 35 municipalities, as in the case of the municipal elections, but the whole population, 75 per cent of whom were nomads. However, the elections would probably be held early in 1955. The term of office of the members of the present Territorial Council had expired in 1953 but the Administration had felt that the effectiveness of the most important organ of the Territory would be weakened if its membership were renewed under the existing system when in less than a year elections were to be held that would completely change its composition. Consequently, the present members would continue in office until the elections.

15. In reply to another question by Mr. ASHA (Syria), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the complaints concerning the elections made by the political parties were attributable to the fact that the voters and the authorities lacked experience in electoral matters as it was the first time that elections had been held in Somaliland. All of the election procedures had received the necessary supervision. The Administration not only made an effort to inform the people as well as the authorities but had made it possible for them to bring their complaints before a court. Where there were accusations against regional authorities of interference in the elections, it was not for the Administration but for the court with which such complaints were lodged to take action. If a magistrate decided that a Resident or any other official was guilty of an offence, the official concerned would be liable to the same penalty as any other citizen since the rights and duties of all citizens were equal before the law.

16. Mr. ASHA (Syria) thought that it would be wise to transform the Administrative Council into a cabinet composed exclusively of Somalis and functioning as part of a parliamentary system. There was still much to be done to develop the participation of Somalis in the executive branch of the government.

17. Mr. MOCHI (Special representative for Somaliland under Italian administration) reviewed the membership and functions of the Administrative Council and explained that, when Somaliland became independent, that body would be replaced by a group of elected representatives corresponding to the ministers and cabinet members of independent countries. Members of a cabinet were chosen by a parliament which, in Somaliland, would be the elected Territorial Council. It would therefore be inadvisable for the Administration to appoint or select the members of a body which was to be replaced by an elected cabinet, especially as the views of political parties would have to be taken into consideration and the future relationship between the cabinet and the prime minister of the independent State would be completely different from the existing relationship between the Administrative Council and the Administrator. Therefore, there would first have to be an assembly elected by the people and thereafter an effort would have to be made to give the people the training that would enable them to fulfil the political responsibilities they would assume in 1960.

18. Mr. ASHA (Syria) could not accept the special representative's arguments without reservation. As everyone knew, it was by exercising authority that independence could best be achieved. Somalis should be invited forthwith to participate in the work of the Administrative Council; thus they would be enabled

to acquire experience which would subsequently prove valuable for the entire country.

19. Mr. MOCHI (Special representative for Somaliland under Italian administration) feared that the Somalis were not yet sufficiently mature to cope with the difficult administrative and legal problems that the Administrative Council dealt with daily. Moreover the Administration would hesitate to proceed arbitrarily to make appointments that might not be confirmed by the people's vote after independence. The Administrative Council was composed exclusively of technicians whose function was to furnish expert advice to the Administrator, who bore the entire responsibility for governing the Territory.

20. Mr. ASHA (Syria) wondered when the Somalis, who, it was held, could not yet be regarded as a mature people, could hope to claim political maturity if they were denied the possibility of acquiring the necessary training during the present period of transition. He could see nothing to prevent the appointment of a few Somalis to participate in the work of the Administrative Council. They could be chosen from the political parties or elsewhere and could assimilate the science of government, without it necessarily being decided at the present time that they would eventually become members of the cabinet.

21. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the Administration was always somewhat reluctant arbitrarily to make appointments to public office and usually made such an appointment only after it had carefully examined the list of candidates. It would certainly be possible to find competent Somalis as soon as they had acquired sufficient training to enable them to become familiar with the machinery of a modern State. All the Administration's efforts were directed towards that end, and it was anticipated that as from 1957 foreign officials would gradually be replaced by Somalis.

22. Mr. ASHA (Syria) reserved the right to revert to the matter during the general debate.

23. Turning to the question of the co-operation of political parties, the importance of which had already been recognized by the Council, he asked what measures the Administering Authority was taking to assist the parties to make a positive contribution to the progress of the Territory.

24. Mr. MOCHI (Special representative for Somaliland under Italian administration) agreed that the co-operation of all political parties, without exception, with the Administration was a most encouraging factor. In that connexion he assured the Syrian representative that the Administration acted in the same spirit. That co-operation was apparent particularly in the matter of public information: a vast amount of work was being done in the Territory in preparation for the elections and the Administration had made available to the political parties all the means of communication that it had at its disposal, such as a radio station, newspapers, and loudspeakers set up in the public markets.

25. With respect to the public information work carried out by the Administration itself, he pointed out that a newspaper, two-thirds of the readers of which were Somalis, devoted a special section to explaining problems of concern to the Territory. The Administration was contemplating publishing in that newspaper a summary of the annual report on Somaliland at present under consideration. The Advisory Council made an important contribution to the success of the Administration's efforts by making available a mobile cinema

unit which enabled it to exhibit educational films to the population.

26. Reverting to the Administration's plans to transform the Territorial Council into a legislative body, Mr. ASHA (Syria) asked how many seats would be apportioned between the traditional tribal elements on the one hand and the urban communities on the other. His delegation attached great importance to that question, since the success of the plan would depend largely upon the distribution of the seats.

27. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he was unable to reply, because the question was still being studied and the provisions of the electoral law for the future political elections had not yet been determined. Nevertheless, the Administration was concerned with those questions and would attach even more importance to them since they had been mentioned in the Council.

28. Mr. ASHA (Syria) noted that the representatives of the nomadic population to the Territorial Council would be appointed by the tribal assemblies or *shirs*. He wondered if that was really the best method in view of the role that the Territorial Council was to play in the Territory's progress towards independence.

29. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration shared the Syrian representative's concern about the representation of the nomadic population. It had considered, for practical reasons, that the most effective means of achieving the desired result was to modernize and retain the existing system, which was a good example of a democratic institution spontaneously developed in Somali society. To abolish the *shirs* would cause great difficulty, since it could not be hoped to familiarize the wandering tribes with the new electoral system in a short time, whatever the advantages of such a system from the point of view of democracy.

30. Mr. ASHA (Syria) requested information on the different stages by which the Administration contemplated transferring the legislative powers to the Territorial Council.

31. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that in that instance, too, it was difficult for him to give a complete reply without anticipating events. For the moment the Administration was studying the best means of holding the elections. As soon as they had taken place, probably at the beginning of 1955, the legislative assembly would be set up and the question of its powers would then arise. He had every reason to believe that those powers would be as extensive as possible, the Administration retaining, of course, the authority to advise and guide the new legislative assembly. It was difficult at present to fix dates, but it seemed certain that a parliament endowed with legislative powers would be in existence by the early months of 1956.

32. Mr. ASHA (Syria) asked whether the Administration could provide the Council with information on that subject in its next report.

33. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the next report would cover events in 1954 and could not therefore deal with a question that would not be settled until 1955, but it would indicate the general trends of a situation which, it must not be forgotten, would come to an end in 1960.

34. Mr. ASHA (Syria) asked whether the Residency councils, which, in the opinion of the 1951 Visiting

Mission, were not functioning properly, were at present playing a more useful part.

35. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Residency councils had lost much of their meaning by the evolution of the municipal councils. The settled population had greater political and social maturity than the nomadic population, and it was therefore natural that it should assume many of the functions that had previously been carried out by the Residency councils, which were at present concerned largely with tribal matters. Generally speaking, tribal affairs did not give rise to problems of a nature that it was a council's function to settle: first, the Residency councils were composed of the members of the tribes concerned; secondly, all matters that might lead to dispute were settled by inter-tribal agreement. The Administration would therefore decide whether to maintain, reform or abolish the councils, but before doing so it was waiting to learn the results of the political elections which would give the nomadic peoples their own representatives in the Territorial Council.

36. Mr. ASHA (Syria) thanked the special representative for his explanations, although he had not found them entirely satisfactory, and recalled the provisions of the resolution adopted by the Trusteeship Council (528th meeting) on the proposal of the Syrian delegation (T/L.446). He hoped that the Administration would take note of that resolution.

37. Mr. DORSINVILLE (Haiti) noted that progress had apparently been made in the matter of delimiting the frontier between the Trust Territory of Somaliland and Ethiopia. In its report the Administering Authority drew the attention of the Council to the political, social and economic difficulties arising from the uncertainty created by the provisional demarcation line. The Columbian representative had pointed out at the previous meeting that there was reason to expect disturbances in the frontier areas and that certain tribal chiefs were prepared to take the matter into their own hands. In those circumstances action by the General Assembly might serve some useful purpose. Recalling the provisions of General Assembly resolution 392 (V), he asked how the Italian Government regarded that situation and what measures the Administration intended to take.

38. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) recalled that in the statement he had at the 528th meeting he had given the Council all the information on the matter that he possessed. The Ethiopian Government had in principle subscribed to the Italian Government's proposal calling for the appointment of a commission to discuss and settle the whole problem, but it had not yet appointed its representatives. The Italian Government was prepared to continue its negotiations with Addis Ababa so that the meetings might begin as soon as possible. Consequently the moment did not appear to be opportune for any change in procedure.

39. Mr. DORSINVILLE (Haiti) understood that it was difficult for the representative of the Italian Government to give him a more definite reply, but he felt he should again stress the urgency of the matter in view of the fact that the Territory of Somaliland was to become independent in 1960 and should not be left to cope with such a serious problem by itself. He also wished to have some information regarding the date on which the Ethiopian Government had replied to the Italian note.

40. Mr. GUIDOTTI (Representative of Italy as the Administering Authority for Somaliland) pointed out that in June 1953 the Italian Embassy at Addis Ababa had sent the Ethiopian Government a *note verbale* inviting it to appoint representatives to take part in the proposed negotiations. In its reply the Ethiopian Government had proposed that each of the parties should appoint two experts. That proposal had been immediately accepted by the Italian Government, which would greatly benefit from a settlement of the serious problem of frontiers as soon as possible. Incidents were continually occurring, and the Italian delegation could quote significant figures in that connexion. Nevertheless, the Italian Government had full confidence in the goodwill of the Ethiopian Government, with which it desired to have the most cordial relations; presumably only, certain difficulties of a general nature had prevented the Ethiopian Government from giving effect to what, after all, was its own proposal.

41. Mr. de HOLTE CASTELLO (Colombia) was also concerned to learn that the negotiations had been in suspense for nearly a year. The United Nations surely did not intend that a country which it was guiding towards independence should remain uncertain regarding the exact delimitation of its frontiers. The Council could perhaps adopt a resolution appealing to the Imperial Government of Ethiopia and inviting it to appoint its representatives without further delay so that the very delicate matter in question could be quickly solved.

42. Mr. DORSINVILLE (Haiti) welcomed that suggestion, which could be taken into consideration by the Council at the appropriate time.

43. Taking up the question of Somali national status, he noted that the Administering Authority had stated in its report that a bill at present under consideration would be submitted to the Territorial Council as soon as the latter body was vested with legislative powers. He wondered whether the study of the question had reached a stage where the special representative could give the Council some definite information on the subject.

44. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration had examined the problem very carefully. The studies on the definition of the national status of the inhabitants of the Territory had reached a very advanced stage and were based on a comparison of the principles adopted in that connexion by the African and Asiatic States which had recently achieved independence. Since, however, that delicate problem should be solved in accordance with the will of the people, the organ best qualified to express an opinion would be the future elected assembly. The Administration had always endeavoured, in its ordinances, to avoid any measures or interpretations that might influence the decision of the future assembly. He could assure the representative of Haiti that the absence of a legal definition of the term "Somali" had not given rise to any serious difficulty, even during the elections which had just been held in the Territory.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

45. In reply to Mr. DORSINVILLE (Haiti). Mr. MOCHI (Special representative for Somaliland under Italian administration) furnished further particulars concerning the draft ordinance on nationality which would be submitted to the Territorial Council. The Administration had completed its part of the work.

and the text had been sent back to Italy where the international aspects of the question would be examined. At all events, the Territorial Council would take the final decision on the law that would be submitted to it.

46. Mr. DORSINVILLE (Haiti), reverting to the question of senior administrative posts raised by the representative of Syria, wanted to know how soon and how quickly the Administering Authority expected to offer such posts to the Somalis who were at present being trained at the School of Political Administration.

47. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the School of Political and Administration had been set up by the Administration for the purpose of accelerating the cultural and vocational training, in the administrative field, of young people who would have had no other means of acquiring sufficient education.

48. He was pleased to say that a young Somali was studying medicine at an Italian university, where he had been admitted even though he did not have all the qualifications required, and that he would obtain his degree by 1960. In 1957, a first group of young people would have completed its secondary studies. Some of those would no doubt wish to go abroad for an advanced education so as to be able to occupy higher posts in the Administration, but in any case it would be possible by 1957 to offer posts to Somalis who had received a secondary education. It would also be possible, as from 1956, to offer highly responsible posts to former students of the School of Political Administration who were at present in Italy taking a supplementary training course of one and a half years.

49. Mr. DORSINVILLE (Haiti) wondered whether, on the basis of the preliminary study by the Administration on the governmental services of the future Somali State, the special representative might be able to tell the Council what posts were to be held by the 250 or so foreign civil servants.

50. Mr. MOCHI (Special representative for Somaliland under Italian administration) referred the representative of Haiti to note 4 to the table given on page 42 of the annual report. At every level of administration, the important posts would be occupied by Somalis; the 250 foreign technicians would be specialists in the full sense of the term. Their functions required either university training or thorough specialization, and it could not be anticipated at the present time that there would be Somalis capable of exercising those functions in 1960. He was referring, in particular, to the courts of law, higher education, technical secondary education, the sanitary and veterinary services as well as certain posts connected with public works, agriculture, telecommunications and other specialized fields such as the lighthouse, postal, customs and statistical services. The 250 posts in question represented the minimum required for the operation of the essential technical services. None of the foreign experts would have any governmental, administrative or political responsibility.

51. Mr. DORSINVILLE (Haiti) wanted to know how many years would elapse after 1960 before the various administrative functions would be entrusted entirely to Somalis.

52. Mr. MOCHI (Special representative for Somaliland under Italian administration) repeated that, with regard to education, the crucial year would be 1957, when a number of students would be admitted to the university. From then on, the number of secondary-school graduates would steadily increase and would

probably rise from about 10 in 1957 to about 100 in 1959. Although it was merely a question of time, a minimum of four to six years after 1960 would probably be required before all the posts could be occupied by Somalis.

53. Mr. DORSINVILLE (Haiti), noting that the Administering Authority had decided to suspend all collective fines for two years, asked why the Administration seemed hesitant about abolishing that system permanently. He had the impression that the Administering Authority was carrying out that experiment reluctantly and with great anxiety.

54. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the Administering Authority's anxiety in that connexion was shared by the Advisory Council itself. The collective fine was an institution sanctioned by custom and accepted by the people of Somaliland. The Administration had introduced a notion of criminal responsibility into relations between the tribes and had helped somewhat to modify inter-tribal warfare. If the Administering Authority noted, after the trial period, that public law and order were being jeopardized by the suspension of collective fines, it would have to consider re-establishing that institution, which was deeply rooted in the country, and would submit the matter to the Trusteeship Council. The present experiment should be considered as a real act of courage on the part of the Administration.

55. Mr. DE HOLTE CASTELLO (Columbia), speaking as a member of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, reminded the Council of the opinion expressed by the Columbian delegation concerning the question of collective fines (T/1116, para. 69). As a draft ordinance would be shortly submitted to the Territorial Council, the Trusteeship Council would be showing excessive haste if it were to express an opinion on the question forthwith. He feared that the Territorial Council would not approve the ordinance of the Administering Authority and that the Somalis might continue to consider the penalty of collective fines necessary.

56. Sir Alan BURNS (United Kingdom) wondered whether the fact that for most of the year there were not enough members of the Advisory Council to form a quorum had not caused some delay in the work of the Administering Authority.

57. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he found it difficult to reply to that question. It would obviously be much easier for the Administration if it were able at all times to ask for and receive the advice of the Advisory Council. He could state positively that whenever the Council had expressed an opinion, the Administration had taken it into account. Actually, however, there was no rule, except perhaps a rule of mutual courtesy, which determined how long the Administration should wait for a reply from the Advisory Council. It would nevertheless be an advantage if the Advisory Council should sit continuously, as suggested by the Columbian delegation in its report, during the two periods of intense administrative and political activity.

58. Sir Alan BURNS (United Kingdom) requested particulars regarding the detention and sentencing of persons without trial.

59. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the pro-

cedure of sentencing without trial had resulted from the modernization of legislation recommended by the Council itself. In fact, the sentence was merely a fine. There were in all civilized countries provisions for the imposition of fines by administrative decision, such, for example, as fines for traffic offences. A motorist so fined could always appeal to a court, and that was in fact the case with the Somalis, who could always appeal to a higher court against any fines not exceeding 400 somalos to which they might become liable.

60. Mr. RYCKMANS (Belgium) wished to follow the suggestion made by the Secretary-General in his report (T/1120) and make certain comments while at the same time asking for additional information.

61. The remarks of the Colombian representative on the Advisory Council appeared to indicate that the question of discontinuing the system of collective fines had not yet been submitted to the Territorial Council, but that that Council would probably be opposed to discontinuing the system. He asked whether the Administration, which had discontinued the imposition of collective fines for two years, had pressed for the discontinuance, for the same period, of the indigenous custom whereby the "blood price" was paid by the *rer* or tribe. That would appear logical.

62. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that there was a fundamental difference between the two concepts. The collective fine was penal in nature, the Administration considering that the community was responsible if the guilty party could not be apprehended. The "blood price" was civil in nature, and in accordance with the customary law of the country, the community paid what could be regarded as damages for harm done by one or more of its members.

63. The Administration had suspended, but not abolished, collective fines of a penal nature. It was aware that abolition might have more serious consequences than suspension, since the suspension could always be rescinded if there were cogent reasons for so doing.

64. Mr. RYCKMANS (Belgium) noted from page 18 of the annual report that the first pupils to complete the three-year course at the School of Political Administration had received their diplomas at the beginning of April. He thought the Council might well congratulate the Administering Authority on that result. According to the Administrator for Somaliland, the most enlightened Somalis were agreed that the training of an administrative staff must necessarily precede somalization and that it would be dangerous and unfair to place in posts of high responsibility persons who were not suitably trained. He was glad to see that the authorities were aware of the importance of the problem; he asked how Somalis, of whatever party, had expressed their agreement to the Administration's well-justified policy.

65. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the Administration had, as usual, consulted the most eminent people in the Territory. Their opinion had been confirmed by the president of the most important political party in the Territory, which, incidentally, had often been regarded as the least favourable to the Administration. As the Somalis gradually realized that the day of independence was approaching and understood the responsibilities which would then devolve upon them, their views tended to become aligned with those of the Administration and the representatives of the political parties offered their full co-operation. The

Administration had thus felt it better not to press a policy of somalization where that method was not in keeping with the interests of the Territory. It endeavoured always to act in complete agreement with those who would be responsible for leading the country when it had achieved independence.

66. Mr. RYCKMANS (Belgium) quoted a passage from page 16 of the annual report to the effect that the existing provisional frontier line had led to a considerable setback in general living conditions by depriving the people of water supplies and had exacerbated relations between them and impeded their development. The Colombian representative on the Advisory Council had outlined most pessimistically the consequences of the delay in the solution of the frontier problem. The Belgian delegation was not alone in considering that the Council should bring home to the two Powers concerned the importance and urgency of the problem, which must be solved solely with the well-being of the people in view.

67. Regarding the question of expenditure on public services, discussed on page 42 of the annual report, he considered that the Administration, which was responsible for the solvency of the Somali State when it achieved independence, must exercise restraint with regard to salary increases. It was certain that if the salaries paid to foreigners were greater than those which the country could normally pay, it would be dangerous to make an immediate grant of salaries which would later have to be extended to the whole Administration when it was completely staffed by Somalis.

68. He noted from page 50 of the annual report that the Restricted Committee of the Territorial Council had been replaced by two standing committees, namely a political and social committee and an economic and financial committee. He thought the Trusteeship Council should congratulate the Administering Authority on that development.

69. He wished additional information on the census. The Egyptian representative on the Advisory Council had given some interesting details, but a petitioner had maintained that the census had been carried out irregularly. The annual report itself left some doubts; it stated on the one hand that the urban population accounted for some 10 per cent of the total, and on the other hand that the municipalities in which the elections had been held included 20 per cent of the population. It would follow that all the inhabitants of municipalities were not counted as urban population. He wished to know whether it could be assumed that the results of the census were reasonably accurate.

70. Mr. MOCHI (Special representative for Somaliland under Italian administration) wished first of all to correct a mistake in the annual report. The sedentary population included in the census represented some 20 per cent of the total population of the Territory. The reasons why the Administration did not speedily establish other municipalities in the smaller inhabited centres were essentially economic and financial. Municipalities must prepare a budget and be able, if necessary with Administration assistance, to establish a minimum of community organization.

71. The value of the census lay in the fact that as soon as a municipality had been included in it, a civil register was set up. That was one of the most important measures for the Territory, not only because it enabled the population to be accurately counted, but also because it created in the inhabitants a sense of social responsibility which was entirely new in Somaliland. It was not

yet known whether the functioning of the registry offices would be completely satisfactory, since there was a great deal of educational work to be done. In any case, the local authorities had been invited to give assistance in all cases notified to them. The Administration hoped that it would be able to keep the results of the census as complete and up to date as possible.

72. Mr. RYCKMANS (Belgium) noted that measures had been taken for the separation of powers. Did the Administration think that, in view of the financial burdens involved, such a separation could be maintained when the country became independent?

73. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that Italy attached the utmost importance to the principle of the separation of powers, particularly the executive and the judiciary. If the Somali State so desired, Italy was prepared to supply experts to fill the posts of highest responsibility, in view of the fact that Somali magistrates, in particular, would need several years' experience.

74. Mr. DAYAL (India) recalled that the Syrian representative had stressed the necessity of entrusting leading posts to Somalis so that by 1960 there would be Somalis capable of taking over the affairs of the country. In the special Representative's opinion, only administrators with university degrees could be heads of departments in the Administration. Mr. Dayal did not think that degrees were an essential qualification for competent administrators. In any case, he wondered whether it would not be advisable to appoint Somalis forthwith as the immediate deputies of the heads of departments and technical services so that they could take over the administration of those departments and services when the time came.

75. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the Italian Administration considered that the heads of departments should have university degrees in view of the nature of the duties which they had to perform, but the future Somali State need not demand the same qualifications from its senior officials. To do so would, in fact, be difficult because the first Somalis studying in the country could not obtain university degrees before 1961.

76. Every effort would certainly be made to include Somalis as soon as possible among the higher officials of the central Administration. However, premature measures would do more harm than good. It was better to wait until Somaliland had produced competent young men who wished to pursue their studies in order to become qualified for administrative positions.

77. Mr. DAYAL (India) noted that the special representative himself had stated that Somalis had shown unexpected political maturity at the recent elections. That being so, it seemed that some of them could well occupy the higher positions in the Administration.

78. Mr. MOCHI (Special representative for Somaliland under Italian administration) felt that there was a great difference between the political maturity of a people, which was in any case relative, and the possibility that some of its members might immediately become competent senior officials. There was certainly room for satisfaction in the impressive proportion of electors who had cast their votes (75.1 per cent) and the absolute calm in which the elections had been held and the manner in which all the political parties had prepared for the elections, but that did not in any way

mean that the Somalis already had the general culture and knowledge required for good administrators.

79. Mr. DAYAL (India) asked whether the Administering Authority had drawn up plans for the forthcoming election, or at least fixed a date.

80. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration was already making preparations for the political election, which would be held as soon as was technically possible. It would be held early in 1955, or even towards the end of 1954, although since the rainy season did not end until August it might be difficult to inform the whole population, and particularly the nomads, in time to have the election before the end of the year. It should be borne in mind that a political election was a novelty for the nomads and that its purpose and advantages would have to be explained to them.

81. Mr. DAYAL (India) asked what were the powers of the municipal councils.

82. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the municipal councils were now elected bodies. The new elected councils had only just taken office and their powers were not yet completely defined. He could say, however, that they would have wider powers than the councils set up in 1951, as was shown by the annual report and the statements of the Administrator of Somaliland.

83. Mr. S. S. LIU (China) noted the statement in the Secretariat working paper (T/L.471) that concrete proposals for the gradual strengthening of the deliberative powers of the Territorial Council were under study by the Administering Authority. He would like some further information on that subject.

84. Mr. MOCHI (Special representative for Somaliland under Italian administration) thought that all the relevant information would be found on pages 35 to 37 of the annual report, under the heading "Development of the Democratic System". The extent of the powers of the legislative assembly which was to replace the Territorial Council had not yet been decided, but he assured the Chinese representative that they would be very extensive as soon as the legislative assembly began to function.

85. Mr. S. S. LIU (China) asked what had been the results of the decision to suspend the system of collective fines for two years.

86. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that that measure had not yet been put into effect; the Administration had announced its intention of doing so but the relevant ordinance would have to be submitted to the Territorial Council for approval. The Colombian representative on the Advisory Council had said that the Territorial Council was unlikely to approve the step. Mr. Mochi did not know what the Administration would do in that event.

87. Mr. SEARS (United States of America) noted that the Administration had promulgated ordinances with respect to freedom of association and freedom of assembly. He wondered whether that meant that the Somalis were able to hold public meetings or processions without having to obtain authorization.

88. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that during the Second World War two proclamations had been issued restricting freedom of association and freedom

of assembly. Since the return of the Italian Administration to Somaliland, however, those proclamations had never been enforced. In order to regularize the legal situation, they had been abrogated during the preparations for the election. Hence there was absolute freedom of association and of assembly from both a practical and a legal point of view.

89. Mr. SEARS (United States of America) asked whether the Administering Authority considered it possible to introduce more democratic procedures into the *shirs* before the 1955 elections, or whether it would prefer to wait until the Territorial Council had become an elected body, in other words until after the 1955 elections, before asking it to consider proposals to reform the *shirs*.

90. Mr. MOCHI (Special representative for Somaliland under Italian administration) observed that the question of the *shirs* had been taken up by the Territorial Council for the first time in 1951, but, to the surprise of the Administration, the Council had not agreed that the *shirs* should be held regularly every two years. The Administration felt that the time had come to bring the question up again. It intended to extend the suffrage to the entire population of the Territory. In the forthcoming election it was contemplated that the nomads would vote in the *shirs*, which constituted the only genuinely Somali democratic institution. The question of reorganizing the *shirs* should therefore be settled without delay, since it was through them that the election for the Territorial Council would be held.

91. Mr. SCOTT (New Zealand) asked for some elucidation on the question of the extension of the term of office of Residency and territorial councillors. According to the report by the delegation of Columbia on the Advisory Council (T/1116), the matter was to be discussed by the Territorial Council at its third session, which was to open on 14 December 1954, whereas according to the annual report, the Territorial Council had already unanimously approved the proposal to extend the councillor's terms of office.

92. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that there was a mistake on page 19 of the mimeographed English text of document T/1116; the date should be 1953, not 1954. The Territorial Council had in fact unanimously approved the Administering Authority's proposal.

93. Mr. LOOMES (Australia) had observed in the annual report that a new regulation was to come into effect in 1954 governing the recruitment of and the requirements for indigenous civil servants. He would like some further information on that subject.

94. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that indigenous civil servants were recruited in the same way as in Italy and most other countries, i.e. by competitive examination. The amount of general education and technical knowledge required varied, of course, according to the posts to be filled. With regard to the rights and duties of civil servants, a general ordinance had been promulgated on 5 April 1954 and would be included in the next annual report.

95. Mr. EGUIZABAL (El Salvador) observed from the Secretariat working paper (T/L.471) that new legislation had been enacted limiting the period of detention before trial to a maximum of two to five

months, except in the case of extremely serious crimes. He wondered what criterion the Administration had applied in fixing so long a period of detention before trial and in deciding what was a serious crime.

96. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that in both cases the criterion had been based on Italian legislation. Where a very serious crime, such as murder, was concerned, the preliminary investigation might take a long time and no maximum period of detention was fixed. In other cases, the length of detention was decided in accordance with legal procedure by the judge and varied from two to five months according to the gravity of the offence.

97. Mr. EGUIZABAL (El Salvador) asked what criterion had been used in choosing the members of the Special Committee of Experts which had drafted the new judicial regulations to be enacted in 1954.

98. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Special Committee was made up of judges who had long experience of the Territory. Their draft had been written at Mogadiscio and sent to Rome for comment. The new judicial regulations would doubtless be published and come into force in the course of the current year.

99. Mr. EGUIZABAL (El Salvador) asked whether that meant that the Territory of Somaliland would have its own penal code.

100. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the judicial regulations and the penal code were two quite different things. The former established the general structure of the administration of justice, whereas the latter was the whole body of law applied in administering justice. Three different kinds of law were at present being applied: Italian law, Islamic law and customary law. The Italian penal code was used for criminal cases. The Administration intended to draw up a penal code for the Territory.

101. Mr. EGUIZABAL (El Salvador) asked whether the Special Committee of Experts was empowered to make suggestions with regard to the jurisdiction of the various courts.

102. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that when the new judicial regulations were established, the functions of all the courts would be revised.

Procedural question

103. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) recalled that the President of the Council had suggested at the 527th meeting that the two petitioners from Somaliland requesting an oral hearing might be heard after the special representative had replied to all the questions. As those petitioners were the two Vice-Presidents of the Territorial Council and their work would be delayed by their absence, he wondered whether the Council would agree to hear them at its meeting on the following day.

104. Mr. EGUIZABAL (El Salvador) supported the suggestion.

It was so agreed.

The meeting rose at 6.5 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of petitions

[Agenda item 5]

ORAL HEARING OF PETITIONERS FROM SOMALILAND UNDER ITALIAN ADMINISTRATION (T/PET.11/L.12)

At the invitation of the President, Mr. Salah (Egypt), Mr. de Holte Castello (Colombia) and Mr. López (Philippines), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration; Mr. Mochi, special representative of the Administering Authority for the Trust Territory; and Mr. Aden Abdullah Osman and Mr. Abdi Nur Mohamed Hussien, Vice-Presidents of the Territorial Council of Somaliland, took places at the Council table.

1. Mr. OSMAN (Territorial Council of Somaliland) thanked the Trusteeship Council for giving him an opportunity to address it on matters of vital concern to the Somali people. In common with Mr. Hussien, he had been appointed by unanimous decision of the Territorial Council to give the Trusteeship Council the views of the Somali people on work and investment plans for the development of the country's economy; to supply the Council with such information as it might request; to recommend prompt and adequate technical and financial assistance by United Nations organs and specialized agencies with a view to the establishment of long-term plans of land improvement and industrial development and to supplementing the limited resources of the Administering Authority; and to confirm the Territorial Council's motion of 4 January 1954 (T/1116,

annex) and ask the United Nations to take all necessary action to reassure foreign investors as to the safety of their investments in Somaliland after its attainment of independence in 1960.

2. The Somali people knew that political independence could be secured only by economic independence. Hence its appeal for economic aid to the Administering Authority.

3. The sector of the economy which needed aid most urgently was that of animal husbandry; properly developed, that activity could become one of the country's richest resources, and the settlement of herdsmen who at present were nomadic would mark a great social advance. The existing plans to develop the water supply, comprising 220 deep and 450 shallow wells and several catchment-basins, would, when completed, do much to sedentarize stock-farming. Every effort should be made to improve the strains of livestock and the methods of branding, slaughtering and curing hides in order to increase the export value of the products of animal husbandry and thus improve both the standard of living of the herdsmen and the Territory's balance of payments.

4. Irrigation of riverine areas, the formation of indigenous consortia, the provision of materials and equipment to stock-farmers in drought areas, the construction of grain silos, the provision of mechanized ploughing facilities and the establishment of the Somali Credit Institute would certainly help to increase the productivity of agriculture. The greatest need, however, was for the irrigation of new lands in order to extend the area under cultivation and accommodate new farmers and farm workers who were abandoning nomadic animal husbandry in favour of settled agriculture. If irrigation consortia and proper equipment were provided, the labour shortage on which the Administration's development plan was premised would no longer obtain. The necessary irrigated land could be provided only by the full hydraulic development of the areas watered by the Giuba and Uebi Scebeli Rivers; such a measure would provide more than 200,000 hectares of cultivable land, which would support an agricultural population of more than 250,000.

5. Such works would extend far beyond the change of administration in 1960 and would call for far greater resources than those at the Administering Authority's disposal. Hence that was one of the sectors in which United Nations financial and technical assistance was a prerequisite, and he asked that technicians and economists from the specialized agencies should study the problem on the spot and seek a possible means of solution.

6. The Administration's plans for the Uebi Scebeli water area included the construction of a catchment-basin to provide a flow of 50 cubic metres per second. The best site for the basin was Mustahil, at present in Ethiopian territory; there was an illustration of the need for United Nations action to ensure a prompt settlement of the boundary question. The provisional boundary had been drawn up hastily and arbitrarily; it divided populations and separated them from their

pastures and watering-places, thus doing great harm to animal husbandry and preventing the achievement of political and social stability.

7. He did not share the Italian representative's belief that the boundary question could be settled by direct agreement between Italy and Ethiopia, but agreed with the Colombian member of the Advisory Council for Somaliland that the explosive situation called for prompt action. The Trusteeship Council should adopt a resolution providing that, if direct Italo-Ethiopian negotiation failed to resolve the question by the end of 1954, the matter should be submitted to mediation in accordance with General Assembly resolution 392 (V). If the United Nations mediator were unable to achieve a settlement within six months, the question should be submitted, as provided for in the resolution, to a procedure of arbitration to which a time-limit of six months should likewise be set. The populations concerned should be consulted at every stage, and the negotiators responsible for each of the three procedures should visit the boundary area in person.

8. In connexion with communications, he wished merely to urge prompt and continuous action to implement the existing plans: those would go far to solve the large-scale unemployment which at present constituted a dangerous social problem. The same applied to the plans for improvement of indigenous accommodation, workmen's housing, aqueducts and town water and electricity supplies, which should be extended to include the remoter centres of population.

9. Every effort should be made to remove bureaucratic impediments to the free movement of goods and to encourage exports, especially of bananas, to the sterling area, as that area was responsible for nearly half the deficit in Somaliland's balance of payments. Direct exchange of commodities, especially with neighbouring countries, had given good results in the past and should be encouraged to the full.

10. The plans for industrial development were intended to make the country self-supporting in sugar, cotton goods and oils, and thus to eliminate imports which accounted for much of the adverse balance of payments; to develop the fishing, hides, leather goods and preserved food industries for domestic needs and for export; to set up meat-packing, flour and oil-milling industries for the domestic and export trade; and to reconstruct the Ras Sift fuel stocks at Mogadiscio and modernize the electric generators as a means of reducing costs in industries which consumed solid fuels and electricity. Those plans called for large-scale long-term investment, for short-term investment would mean excessively high production costs. The banks at present operating in Somaliland were not disposed to assist any project which would reach fruition only after the Territory became independent. For all those reasons the development plans included the establishment of a financial institution which would finance long-term operations, when necessary, at low rates of interest. Since such operations must of necessity extend beyond the expiry of the Trusteeship Agreement, the assistance of international financial agencies, and in particular of the International Bank for Reconstruction and Development, was needed to provide initial capital and to reassure domestic and foreign investors.

11. If private enterprise did not act to rebuild the fuel stocks, the Administration should do so in order, by reducing the price of fuel, to lower the cost of living in general and the prices of sugar and electricity in particular.

12. In short, he asked the Trusteeship Council to resolve that the Administering Authority was committed to the implementation of the development plans submitted to the Council, taking into account his recommendations and any which the Advisory Council and the Territorial Council might make; that the Administering Authority should finance those plans by reducing its non-Somali staff and increasing the proportion of indigenous staff at all levels—a step to which the Administration was already committed and which would produce appreciable economies; that the technical organs and specialized agencies of the United Nations should examine the hydraulic works in hand in the area of the Giuba and Uebi Scebeli Rivers and the possibility of direct financial assistance under the existing schemes concerning under-developed countries; and that the International Bank should be asked to share in providing the initial capital for the Somali financial institute to be set up for the purpose of developing existing and starting new industry and bringing new land under cultivation. On such a basis, the new State could join the free nations in 1960 assured of continued independence under the auspices of the United Nations, to which its people would always be grateful.

13. In reply to a question from Mr. ASHA (Syria), Mr. OSMAN (Territorial Council of Somaliland) said that he was a businessman and President of the Somali Youth League, and Mr. HUSSEN (Territorial Council of Somaliland) stated that he was a former employee of the Administration but had relinquished his post on joining the Territorial Council. He was president of the Hisbia Dighil Mirifle.

14. In reply to a further question from Mr. ASHA (Syria), Mr. OSMAN (Territorial Council of Somaliland) said that he hoped it might soon be possible to appoint Somalis to more responsible positions in the Administration without waiting for university graduates.

15. Mr. ASHA (Syria) asked whether, in view of the success of the municipal elections, the existing system of election by the *shirs* might with advantage be replaced by direct elections among the nomadic population also, and whether further action should be taken at that time to develop the Territorial Council as a legislative body.

16. Mr. OSMAN (Territorial Council of Somaliland) replied that, while the Administering Authority considered elections by the *shirs* as effective as direct election would be among the nomadic population, he shared the view of many that, with careful preparation, direct election could be successful, even in the bush. Experience had shown that the people's elected representatives performed their duties faithfully and well, and while any decision to develop the Territorial Council must rest with the Administering Authority, it was the wish of the people that the Council should speedily become a fully legislative assembly.

17. In reply to further questions from Mr. ASHA (Syria), Mr. OSMAN (Territorial Council of Somaliland) said that there was much unemployment in the Territory owing to the fact that the area of the Country had been reduced; the present boundaries extended 340 kilometres to the north-west and 500 kilometres to the south-west, a reduction from which the trading activities of many persons had suffered. The Administering Authority had brought the country considerable progress in the educational and political fields, but in the economic field much remained to be done. The Territory had no social security scheme and unemployed

workers either sought the support of their relatives or returned to the bush.

18. In reply to questions from Mr. ASHA (Syria) about restrictions on import trade and the sugar, banana and tobacco industries, Mr. OSMAN (Territorial Council of Somaliland) said that the Administration was faced with currency problems and was therefore obliged to restrict the issue of import licences. That obviously led to some discontent and complaints that foreign trade, with the sterling area for example, was practically non-existent.

19. Tobacco was the only industry in the Territory in which there was a monopoly. The banana export industry was largely in the hands of three groups of concessionaires in the Giuba, Genale and Afgoi areas, but some Somali banana farmers had recently entered the trade. Hence, it was not a monopoly in the strict sense of the term. Somaliland produced most of the sugar needed for domestic consumption. No Somali capital was involved. The Somalis provided the labour only. When sugar had to be imported from abroad, the import contract was put out to tender and given to the importer offering the lowest prices.

20. Mr. ASHA (Syria) mentioned the Council's interest in certain draft land legislation and the alienation of land. It would be interesting to hear whether the petitioners considered the rate of progress satisfactory.

21. Mr. OSMAN (Territorial Council of Somaliland) said that about two years previously a commission had been set up to study the possibility of drafting a land law. He did not recall whether the commission had been dissolved, but the question was now in the hands of the Administration's legislative office. No law had yet been drafted. The Somali people were anxious to see land legislation enacted.

22. To the best of his knowledge, there had been no alienation of land by the Administration, although a number of claims had been made to the effect that holders of concessions had occupied land in excess of that to which they were actually entitled. Some of the claims had been settled; others were pending.

23. Mr. ASHA (Syria) asked whether he would be right in understanding from Mr. Osman's opening statement that the people of Somaliland were satisfied with the pace of education in the Trust Territory. He would also like to hear the petitioners' views on the question of Arabic becoming the official language.

24. Mr. OSMAN (Territorial Council of Somaliland) replied that definite progress had been achieved in educational matters. There were two types of schools: the Somali schools and the Italian schools. The people were not entirely satisfied with the Somali schools. The bilingual teaching in Arabic and Italian frequently left something to be desired, on account of the intensive system used. The people appreciated and valued the facilities at the School of Political Administration and the teacher-training school. The Italian schools, too, provided a very sound education and gave their students better prospects than students attending the Somali schools.

25. In a referendum at the end of 1950 or the beginning of 1951 the people had unanimously requested that Arabic should be the official language. There had recently been a number of demonstrations asking that greater importance and impetus should be given to the use of Arabic in education.

26. In reply to a question from Mr. DAYAL (India) as to what the leaders of public opinion were doing to

stimulate the increasing participation of Somalis in the political life, administrative machinery and economic development of the Trust Territory, Mr. OSMAN (Territorial Council of Somaliland) explained that there were numerous political parties in Somaliland many of which had youth organizations affiliated to them. Through those organizations the young people sought to widen their knowledge by reading and exchanging ideas, and by purchasing books on world history. There was also a cultural institute to which many of the young people belonged as associate members.

27. Mr. DAYAL (India) noted that the police regulations required three days notice to be given before a political meeting could be held. He would like to know whether that regulation restricted freedom of association and the development of free political activity.

28. Mr. OSMAN (Territorial Council of Somaliland) said that his personal opinion was that the people would prefer to conduct their own political activities and hold meetings freely. He did not think, however, that any obstacles had arisen which could be attributed to the regulation to which the Indian representative had referred.

29. In reply to a question from Mr. DAYAL (India), Mr. OSMAN (Territorial Council of Somaliland) said that the Somali people had been completely satisfied with the municipal elections. They would of course prefer the other councils, such as the Territorial Council, to be elected too.

30. In reply to further questions from Mr. DAYAL (India), Mr. OSMAN (Territorial Council of Somaliland) said that the Somali people wished to adopt Arabic as both the written and oral official language. *Il Corriere della Somalia* contained one page of news in Arabic and two pages of news in Italian. The rest of the paper was devoted to advertisements. Radio broadcasts were in Somali and Italian.

31. Mr. DORSINVILLE (Haiti) asked whether the Administering Authority had publicized its economic plan for 1954-1960. He would like to hear the petitioner's views on the survey carried out by the Administering Authority and the programme that had been outlined to the Council.

32. Mr. OSMAN (Territorial Council of Somaliland) said that, while the Somali people knew the Administration had prepared an economic development plan, the details of the plan had not yet been published in Somaliland. The Administration was probably withholding publication pending the discussion of the various details with the Territorial Council, after his and Mr. Hussien's return to the Trust Territory.

33. Mr. DORSINVILLE (Haiti) noted that, in preparing the economic development plans, the Administration had apparently been influenced by the uncertainty of the Territory's legal and political status after 1960 and the small profits available to private investors. It had avoided drawing up long-term plans which might impose too heavy a burden on the Territory when it became independent and might therefore be repudiated by the future independent Somali government. He wondered whether the Administering Authority's fears could not be overcome by a solemn undertaking by the responsible representatives of the Somali people that, at the time of independence, Somaliland would assume certain responsibilities which would, in the meantime, be assumed by the Administering Authority.

34. Mr. OSMAN (Territorial Council of Somaliland) felt that the Administering Authority had been right to bring the situation to the attention of the United

Nations, but that its fears regarding the risk to foreign capital after 1960 were unjustified. The fears had doubtless been fostered by those who would like to see the period of trusteeship extended. The Somali people were aware of the need for foreign investment and foreign participation in the economic life of the country. It was hardly conceivable that the Somali State would place any difficulties in the way of foreign capital and businessmen, particularly since the government would be composed of people who had travelled abroad and knew something of the way in which the governments of other countries treated foreign businessmen, workers and capital. The Somali people were ready to give the fullest guarantees to foreign capital immediately, provided of course that they were not asked to accept any conditions that would prejudice the attainment of independence by the date set by the United Nations.

35. Mr. DE HOLTE CASTELLO (Colombia) congratulated Mr. Osman on the authoritative and constructive way in which he had informed the Trusteeship Council of the Territory's problems.

Mr. Aden Abdullah Osman and Mr. Abdi Nur Mohamed Hussien, Vice-Presidents of the Territorial Council of Somaliland, withdrew.

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

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

36. Mr. MOCHI (Special representative for Somaliland under Italian administration), correcting a statement made at the previous meeting, said that he had just learnt that, after he and the Colombian representative on the Advisory Council had left the Territory, the ordinance abolishing collective punishment had been examined by the Territorial Council and approved. It would shortly become law.

37. In reply to a question from Mr. PIGNON (France) about the origin and functions of the Somali Vice-Residents, Mr. MOCHI (Special representative for Somaliland under Italian administration) said that there were now five Vice-Residents; a fifth had been appointed to the important post of Mogadiscio in January 1954, after the annual report had been prepared. The Administration had been unable to select the Vice-Residents solely on the basis of their educational qualifications, as no Somalis had pursued their studies far enough. It had therefore chosen the first Vice-Residents from among the best administrative officials with long practical experience. The average age of the Vice-Residents was between 30 and 40 years. The Vice-Resident at Mogadiscio was about 45 years old and his prestige was very high. There were two categories of Vice-Residents. First, there were two independent Vice-Residents at Dinsor and Uanle Uen, who exercised exactly the same functions as Residents, though the area under their authority was slightly smaller. Secondly, three Vice-Residents were attached to Residents and were receiving further training with a view to becoming independent Vice-Residents or Residents. They had no special functions but performed the same duties as their

Italian counterparts. Incidentally, since the beginning of 1954 the Residencies had been renamed districts and the commissariats regions. The jurisdiction of the districts extended over the municipalities, whose competence was limited to those areas where the population was sedentary, and to all the areas inhabited predominantly by nomads. The Somali Vice-Residents were therefore competent to deal with all questions concerning the nomadic population.

38. The Vice-Residents had been very well received. Obviously, however, they needed further technical and professional training, particularly as the Administration intended to promote them to the posts not only of Residents but even of chief regional officers. They would have much greater experience than the younger men who had followed a regular course of studies and would therefore be given preference in such appointments.

39. Mr. PIGNON (France) asked whether the special representative was not afraid that the young university graduates would find it difficult to impose their authority on the people, even though they had diplomas and degrees.

40. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that if Somaliland was to become a modern State, responsible posts must be given to people with sufficient education and that necessarily meant to relatively young people. On the other hand, if the process of somalization was to proceed more rapidly than the process of education, it would be better to choose the Somalis called upon to occupy responsible positions from among those who had some administrative experience. When the trusteeship period ended, the average age of such officials would be approximately 45, an appropriate age at which to become a chief regional officer. The existence of older men in responsible positions would prevent the upheaval that might occur if an enthusiastic group of educated but inexperienced young people took control. It was to be hoped, moreover, that the procedure being followed by the Administration would make it possible to entrust a much greater number of Residencies to Somalis well before 1960.

41. In reply to a question from Mr. PIGNON (France) about the Somali Vice-Residents' relations with their own tribes and traditional chiefs, Mr. MOCHI (Special representative for Somaliland under Italian administration) said that there had been no complaints of Somali Vice-Residents favouring one tribe over another. That was a very encouraging indication of the success of the Administration's policy of trying to replace tribal links by the concept of national unity.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

42. Mr. DORSINVILLE (Haiti) wanted to know the sources of the municipalities' income.

43. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that, while in principle the municipalities should be able to balance their local budgets from income derived from taxes, in fact 12 out of 35 had budget deficits and had asked the Administration for a subsidy. Such failure to balance local budgets would not, however, deter the Administration from establishing new municipalities and, if necessary, to subsidizing them to enable them to ensure such public services as road maintenance and sanitation. It followed that procedure to meet the chronic budget deficit of the municipality of Mogadiscio, which had

assumed responsibility for public transportation, a charge formerly borne by the Administration.

44. Replying to a further query from Mr. DORSINVILLE (Haiti) concerning steps taken to make the municipal councils autonomous, Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that they were already independent bodies, functioning without outside interference. It was premature, however, to appraise the operation of the newly elected councils, as their members had assumed office only in May 1954.

45. Mr. DORSINVILLE (Haiti) then asked what judicial or administrative recourse had been provided to settle disputes over the outcome of elections or claims of electoral irregularities.

46. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the registry offices handled all questions and complaints before the elections were held. Claims of irregularities or contested votes were matters for the regional judges. More serious charges, involving breach of the law, would come before the court of justice when that body was ultimately established. It was significant that, with about 38,119 voters going to the polls, only 81 complaints regarding the conduct of the elections had been considered by the regional judges.

47. Mr. DORSINVILLE (Haiti) wanted to know on what basis the various jurisdictions in Somaliland had been established, and how conflicts were resolved.

48. In reply, Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that there was the normal separation between civil and criminal jurisdictions in the Territory. Civil suits were handled in the light of the nature of the case, the laws applicable in specific cases and the will of the parties to the dispute. A dispute on property succession, for example, between two Somalis subject to Mohammedan law, would go before the *cadis*: one between foreigners would be judged by an Italian judge. The instances of criminal jurisdiction having competence in a given criminal case depended, of course, on the seriousness of the crime.

49. Mr. DORSINVILLE (Haiti) having inquired regarding cases of persons sentenced without trial or without appearing before a judge, Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that only persons guilty of police violations could be sentenced in that manner. Moreover, the defendant still reserved the right to refuse payment of a fine and to demand that he be heard by a judge.

50. Referring to General Assembly resolution 755 (VIII), Mr. DORSINVILLE (Haiti) wanted to know what progress had been made in revising special legislation enacted before the trusteeship administration and still in effect, when it proved inconsistent with the stated objectives of the Trusteeship Agreement.

51. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that all such legislation found to be incompatible with the new status of the Territory had either been amended, stricken from the books or replaced. After reading an exhaustive list of laws enacted prior to the trusteeship administration and still in effect, he explained what action had been taken on them, and emphasized that the majority were of a technical nature and were not subject to the political re-evaluation made necessary by the change in the Territory's status.

52. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked to what extent the Territorial Council actually participated in the legislative function.

53. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that specific provision existed for the consultation of the Territorial Council by the Administration on such matters as the alienation of land and the budget, which the Territorial Council was required to approve, but that in any case it was the practice of the Administering Authority to consult the Territorial Council on any legislative measures it proposed to enact and to follow the advice given. The Territory as yet had no indigenous legislative body; the Territorial Council, while being primarily consultative in nature, was empowered to participate in legislative activity until such time as it could assume in full the functions of a legislative assembly.

54. In reply to a question from Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the studies of plans for the gradual extension of the powers of the Territorial Council and the Residency and municipal councils had been completed, but that the plans could not become fact until after the elections, which would probably take place early in 1955. The Territorial Council and the Residency councils would thereupon acquire full elective status. The municipal councils, however, had already been elected and their powers were likely to be extended before that date. Indeed evidence could be found in the annual report¹ that that process was already in motion.

55. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked whether the new regulations governing the legal status of indigenous employees of the Administration had been brought into force, and whether there was any difference in the treatment of indigenous as compared with Italian employees.

56. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the new regulations had become law by Ordinance No. 9 of 5 April 1954. They were based on similar legislation in force in Italy and made no distinction in principle between Italians and Somalis; the Italians employed by the Italian Administration were, however, governed by the laws of the Republic of Italy, which regulated their status. He had no data at his disposal for a discussion of the technical aspect of the ordinance, which would be described in the next annual report.

57. Mr. TSARAPKIN (Union of Soviet Socialist Republics), referring to the special representative's earlier remarks concerning the proposed revision of old laws, asked when the judicial system in force in Somaliland and the creation of the so-called land reserves, existing system provided for two series of courts, one for Italians and other foreigners and the other for indigenous inhabitants. Moreover, there were other laws, not purely technical, which also required revision. The laws governing the expropriation of land in Somaliland and the creation of the so-called land reserves, had been enacted in 1936 and 1937, during the Mussolini régime. The matter was of some moment for the indigenous inhabitants, many of whose petitions were concerned precisely with the anomalies resulting from those outdated laws.

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

58. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that new judicial regulations for the Trust Territory of Somaliland were being prepared, and, as the report stated, the relevant law might be promulgated within the year.

59. With regard to obsolete laws, the list he had read in answer to a question from the representative of Haiti was complete. The only law affecting land tenure in Somaliland had been in force since 1911, long before the Mussolini régime, and the whole question of land tenure and cadastral services was under review. The other laws were purely technical and petitioners' complaints were directed not so much against them as against particular circumstances, which had been put right whenever the situation warranted it.

60. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that certain petitions contained complaints against former members of the Fascist Party employed by the Italian Administration in Somaliland. He asked whether such persons had yet been removed.

61. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the present Italian Government's sole concern was to provide Somaliland with an efficient administration. However, when individuals were named in petitions, and if the Council recommended specific measures, the Administration acted accordingly.

62. Mr. EGUIZABAL (El Salvador) prefaced his questions by expressing concern regarding the slow progress of the negotiations for settlement of Somaliland's boundaries, and suggested that more positive action than the mere adoption of a resolution expressing hope for a satisfactory settlement might be required of the Council.

63. To the special representative, he put the question whether the training now provided in secondary schools and the School of Political Administration would adequately prepare the Somalis to occupy posts in the Administration by 1960, when the Territory was to become independent.

64. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the educational system had been expanded as far as possible, taking account of the capacity of the Somalis to benefit by it. The Administration was also studying the possibility of establishing a new school, on the university level, for special training in law and economics. The implementation of education plans was hampered, however, by a certain indifference on the part of the population towards education generally and by the small number of candidates for secondary schooling. In 1957, for example, fewer than ten persons would have completed their secondary studies and obtained what was the equivalent of the French *baccalauréat*. The number would be greatly increased in the two ensuing years, however, and the Administration would continue to encourage higher enrolment by offering administrative posts immediately upon graduation.

65. The problem of placing Somalis in technical posts would not arise before 1957, when the first group of Somalis would have completed the secondary studies required for entrance into universities and special technical schools. Pending the establishment of the new university, they would have to continue to study abroad, and it was hoped that they would gradually be able to take over, after 1960, the 250 technical posts in the Administration which would have to be entrusted to persons from outside the country at the end of the period of trusteeship.

66. In reply to another question from Mr. EGUIZABAL (El Salvador), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that all political parties operated on their own funds, without subsidy from the Administration, and without Administration supervision.

67. Mr. EGUIZABAL (El Salvador), noting that the right to vote in the Territory was extended to men only, wanted to know what steps had been taken by the Administration, in accordance with the recommendations of the Council and the General Assembly, to prepare public opinion in the Territory to react favourably to the granting of equal political rights to women.

68. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that after consultation with the Territorial Council and various other authorities, the Administration had considered it premature to grant women the right to vote, as such a measure would have been highly unpopular. It had not seemed useful to delay the elections on that account. The problem would come under study again at a later stage in the political advancement of the Territory, when the population had come to view equal rights for women in a more favourable light.

69. Mr. LOPEZ (Philippines) pointed out that the Philippines was the only one of the three countries represented on the Advisory Council for Somaliland which had given women the right to vote. A predominantly Moslem population was not an overriding factor justifying denial to women of equal political rights with men. Pakistan, for example, had recently ratified the Convention on Political Rights of Women. Moreover, India, China and Japan, the major States of the Orient, had given women the vote. It was therefore specious to argue that such a measure would not be accepted in Oriental countries. The Council could not sanction a check on political advancement on those grounds, and the Philippines, as a member of the Advisory Council, would press for the enfranchisement of Somali women.

70. Mr. DE HOLTE CASTELLO (Colombia) said that the political equality of women in his own country or others was irrelevant. As a member of the Advisory Council, he respected the directives of the Trusteeship Council and the General Assembly and had therefore supported the Advisory Council's recommendation regarding the ultimate enfranchisement of Somali women.

71. Mr. SALAH (Egypt) was not personally opposed to political equality for women, despite the fact that Egypt had not given women the vote. Moreover, the main obstacle was not the Moslem religion, which did not forbid women to participate in political life, but rather a powerful deeply rooted tradition, especially in the Orient and Africa. In his view, however, the Council should concern itself with many more important questions than women's rights in Somaliland at the present stage; it should concentrate first on developing the political maturity of the male population, which was to assume responsibility for the Territory by 1960.

72. Mr. ASHA (Syria) cited his own country, with a predominantly Moslem population, as proof that Islam did not bar women from equal political rights with men. The question was rather whether to go beyond the recommendation quoted by the Colombian member of the Advisory Council. For its part, Syria strongly supported that recommendation as adequate at that stage.

73. A final question from Mr. EGUIZABAL (El Salvador) elicited the reply from Mr. MOCHI (Special representative for Somaliland under Italian administration) that the only judicial power still retained by the Administrator was the power to review the judgments pronounced by a tribunal of *cadis*. That power would be transferred to the court of justice as soon as

it was established. The establishment of such a court would mean that the administration of justice in Somaliland had become independent of any other administration of justice. At present, final appeals could be made to the Court of Cassation and the Court of Appeal in Rome.

The meeting rose at 6 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

531st Meeting

Wednesday, 9 June 1954,
at 2 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Salah (Egypt) and Mr. Lopez (Philippines), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

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

1. Mr. ASHA (Syria) said that he had read with great interest the section of the annual report¹ dealing with the civil service of the future Somali State (p. 40). That section did not, however, enable the reader to gain a clear picture of what would happen between the present moment and 1960. According to the Administration's plans, the administrative staff would be reduced as Italian officials were replaced by Somalis, and the number of posts in the technical services would be correspondingly increased. He wondered whether, under the impetus of economic development, the Administration believed that it could cover the essential require-

ments of the future independent administration without increasing the administrative staff.

2. Mr. MOCHI (Special representative for Somaliland under Italian administration) was grateful to the Syrian representative for having broached a problem which, in the view of the Administration, was of considerable importance. The main purpose of the study of the civil service of the future Somali State was to obtain a rough idea of what the situation might be in 1960. The study was, of course, of a preliminary nature and was based on past experience and on the supposition that certain facts would remain unchanged; it could therefore be useful only as a guide.

3. It was very difficult to anticipate at the moment what the situation would be in 1960. The Administration had proceeded on the assumption that the expansion in certain technical sectors would equalize the reduction in other sectors, and that the total staff would thus remain essentially the same as on 31 December 1953. Educational requirements, however, were so great that even if the number of Somali teachers should be greatly increased—and a special school for training Somali teachers was already operating in the Territory—foreign teachers would still be needed. Although a number of Somali students would have finished secondary school by 1957, it was unlikely that, before 1960, they would have graduated from university, a necessary qualification for teaching in high schools.

4. The Administration was anxious to avoid expanding services unduly and creating too heavy a budgetary burden for the future Somali State, the financial capacity of which would depend on the economic and financial situation of the Territory and primarily on the success of the economic development plan. It was still impossible to make anticipatory observations, as the new development plan would come into effect in 1954.

5. Mr. ASHA (Syria) was pleased to have received the report on the new plan of economic development in the Territory,² but regretted that the document had not been distributed earlier so that he might have obtained more detailed instructions from his Government. He wondered whether the Administration thought that it could achieve its purposes with the current staff and budget of the Territory.

6. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that although certain parts of the plan were already under way, for instance the drilling of wells, the Administration would not adopt the development plan finally until it had obtained the approval of the United Nations Advisory Council for Somaliland. He assured the Syrian representative that the plan would be implemented with local resources.

7. Mr. ASHA (Syria), turning to the development of water resources, to which the special representative had just referred, asked whether the Administration intended to exercise any control over stock-breeding. He feared that in the absence of such control, the

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

² See *Plans de développement économique de la Somalie, années 1954-1960*, Italian Trusteeship Administration in Somaliland, Rome, Institute Poligrafico dello Stato, 1954.

Administration's decision to dig new wells would only encourage the inhabitants of the Territory to increase their livestock. The result would then be that the Territory would be unable to remedy the present difficult situation resulting from inadequate water and pasture.

8. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration attached great importance to the water-resources programme in the Territory, which it had prepared very carefully and which would require great technical skill to implement. It considered that the programme would be of decisive importance in changing the face of the Territory; among other things it would give the nomadic tribes the opportunity to settle and to abandon their present way of living.

9. The Administration was aware of the need to control stock-breeding. It already exercised such control by such means as encouraging the population to give preference to the best breeds which had already accustomed themselves to the geographical and climatic conditions of the Territory. The availability of pastures was not a problem in Somaliland because of the very small density of population per square kilometre. There were excellent pastures which could not be developed because they were in waterless areas. It was in those areas that the Administration was trying to dig new wells.

10. Mr. ASHA (Syria) noted that the revenue from income tax on Africans and Asians represented the contribution of slightly over 1,000 persons with minimum taxable incomes. As the number of taxable Africans and Asians was surely higher, he asked the special representative for further details.

11. Mr. MOCHI (Special representative for Somaliland under Italian administration) observed that the system of direct taxation was still in the process of expansion. In accordance with the recommendations set forth in the report of the United Nations Technical Assistance Mission (ST/TAA/K Somaliland/1), the Administering Authority had tried to develop new forms of direct taxation and was still working on the matter.

12. The specific tax situation in Somaliland should be borne in mind. The income tax, which was the main tax, affected only a very small number of indigenous inhabitants, because the income of most of them came to less than the lowest taxable figure. Although it was true that new fields of activity such as wholesale trade, industry and crafts were opening for the local population, it was only during the past two years or so that the Somalis had had access to such sources of income. Apart from the income tax, the Administration collected a hut tax, which yielded very little revenue, and a tax on the *shambas*, the plots of land cultivated by the indigenous inhabitants. The *shamba* tax had been introduced in 1953 pursuant to Ordinance No. 9 of 4 July 1952, but it had not yet been collected because of the problems arising from the very large number of *shambas*, of which there were 110,000 in the Baidoa district alone. The Administration did not wish to appear to be pressing the matter too strongly, because it was aware that the educational aspect had to be taken into consideration. He recalled that the Standing Committee on Petitions had had occasion to consider a complaint dealing precisely with that tax. Although the complaint had been without foundation, it had been a good illustration of the people's reluctance to accept any system of direct taxation.

13. Mr. ASHA (Syria) pointed out that the statements of the two petitioners heard by the Council at its previous meeting and of the special representative of the Administering Authority had brought out Somaliland's need for international financial aid. In his opinion, the Administering Authority alone was in a position to take action in the matter with any chance of success. He asked whether the Administering Authority had followed the recommendation of the Council in 1951 (A/1856, p. 90) and submitted a specific request for financial aid to the International Bank for Reconstruction and Development; and, if not, why it had failed to do so.

14. Mr. MOCHI (Special representative for Somaliland under Italian administration) observed that international organizations generally offered assistance only for the execution of long-term development programmes. As it was not very likely that such a loan could be repaid before 1960, the Administration had felt that it could not make a commitment on behalf of the future Somali State without the previous consent and support of the representatives of the people. It had therefore sounded out the Territorial Council, which on 4 January 1954 had solemnly declared (T/1116, annex) that the Somali State would offer foreign investments the fullest guarantees. Those assurances had been reiterated in the Trusteeship Council by the two Vice-Presidents of the Territorial Council. In the opinion of the Administration, such a preliminary step had been essential before any specific request could be submitted to the Bank.

15. Mr. ASHA (Syria) was afraid that he could not consider the explanation satisfactory. Everyone was aware that any request to the Bank for assistance required a lengthy examination, and in view of the fact that Somaliland was to obtain its independence in 1960, he would have thought that the Administration would have wished to avoid any loss of time.

16. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration had become convinced that without guarantees extending well beyond 1960 no private or public institution would agree to invest its capital in Somaliland. The Administration had had good reasons to think that the Bank would share the hesitancy of private foreign capital, and it had therefore concluded that the best procedure in the circumstances was to call upon the highest representatives of the people of the Territory, which representatives would presumably be the future leaders of the State, to join in guaranteeing that any long-term investments would be treated the same after 1960 as they would now.

17. He agreed that the granting of loans by the Bank was subject to a lengthy procedure. However, in studying its development plans, the Administration had explored all existing possibilities in the economic field, and some of the projects contemplated, such, for example, as the Giuba and Scebeli river developments, were precisely of the type in which the Bank might be interested.

18. Mr. ASHA (Syria) wished to know what steps had been taken, within the scope of the plan for economic development, to obtain assistance from United Nations specialized agencies.

19. Mr. MOCHI (Special representative for Somaliland under Italian Administration) recalled that the Technical Assistance Administration had allocated to Somaliland a maximum sum of \$75,000 for the year 1955 to be used by the World Health Organization, the United Nations Educational, Scientific and Cultural

Organization, and the Food and Agriculture Organization. A number of requests submitted by the Administration were still pending. One in which the Administration was particularly interested concerned a third investigation of fishing conditions in Somaliland by FAO. The Territory had, moreover, been visited by several technical assistance representatives, who had given the impression that the Territory might obtain the additional aid it so sorely needed.

20. Mr. ASHA (Syria) said that he had heard that certain Somaliland products, in particular goatskins, were exported to Italy and then re-exported to the United States and that the dollars derived from such operations went to Italy rather than Somaliland. He wished to know whether there was any basis to the allegation.

21. He also wished to know the total foreign currency reserves of the Territory and whether they were kept in Italy or Somaliland.

22. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the reported information was apparently false for the very good reason that the Italian Government supplied the Territory free of charge with all the foreign currency it needed, particularly for the sterling and dollar areas.

23. The monetary reserves of the Territory amounted to 33,759,000 somalos, in the form of dollars and pounds sterling, some of which were in Mogadiscio and some in Rome.

24. Mr. RYCKMANS (Belgium) noted that in separating staff and service expenditures, as it did on pages 67 and 68 of the annual report, the Administering Authority had furnished a better breakdown of expenditures. The Trusteeship Council might perhaps express its satisfaction at the change.

25. He then asked whether the Advisory Council and the Territorial Council had been consulted on the hut tax.

26. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the hut tax had been introduced before the Italian Administration had assumed authority in Somaliland. The Administration had continued to collect the tax in the same way as before. Although it was true that the Territorial Council had never been asked for its views on the matter, there had never been any protest. If the Territorial Council had objected to the tax or preferred some other form of taxation, it would undoubtedly have informed the Administration, which of course would have given due consideration to that Council's opinion.

27. Mr. RYCKMANS (Belgium) thought that the ceilings on direct taxation — 8 per cent on wages and salaries and 20 per cent on higher income levels and company profits — were rather low. He recalled, on the other hand, that the Chamber of Commerce had complained in a petition (T/COM.11/L.117) that taxes were too high and discouraged investment. He asked the special representative for his opinion on the subject.

28. Mr. MOCHI (Special representative for Somaliland under Italian administration) agreed that the question of taxation was rather delicate, especially when consideration was given to the need for encouraging the flow of foreign capital. He drew the Council's attention to the fact that the existing tax system had been fully approved by the United Nations Technical Assistance Mission that had visited Somaliland. The Visiting Mission which would go to the Territory in September

might perhaps have some further suggestions for the Administration.

29. Mr. RYCKMANS (Belgium) asked the special representative to give the Council the Administration's viewpoint on the sugar tax.

30. Mr. MOCHI (Special representative for Somaliland under Italian administration) wished first to stress that the sugar monopoly existing in Somaliland was a *de facto* and not a *de jure* monopoly. The one sugar enterprise in the Territory was in fact in a position to provide for all the country's needs. The Administration had considered authorizing another firm to begin operations along the Giuba, but the company concerned had considered that it was economically unsound to set up a second undertaking.

31. He recalled that in 1951 the Administration had set as its goal the development of all industries that might be able to satisfy the needs of the whole Territory in certain respects. The initial efforts had been directed to the sugar industry, because there already existed in the Territory an undertaking, the SAIS Società Agricola Italo Somala), whose equipment merely needed modernizing; its organization was well-planned and it had been operating since 1921 and had acquired experience which could be profitably utilized. It should be added that the international price of sugar had then been almost double what it was at present. The SAIS had been ready to accept any responsibility which might be entrusted to it on condition, naturally, that it would receive government assistance to meet foreign competition. Since then the situation had changed radically; but the Administration was anxious to fulfil the undertaking it had given with regard to the local industry, in which 2 million dollars of private capital had been invested. The Administration had, moreover, been compelled to resort to customs tariffs in order to protect local industry against foreign competition, which had grown dangerous because the price of sugar had fallen to half the 1951 level. Those were the general lines of the situation.

32. Mr. RYCKMANS (Belgium) noted that, according to the annual report, imports and exports had decreased in volume as well as in value, but did not think that the Administration could be held responsible for that situation. The explanation was to be sought in the fact that the country's economy was extremely vulnerable and unstable on account of the climate, the considerable variations in the annual yield of the harvest and various other factors such as locust invasions.

33. Under the heading "Land tenure" there was a reference to a property of 700 hectares which had been bought from Somalis in the Afgoi country by Italian cultivators. Although the Territorial Council had agreed unanimously to the transfer, he would like to know whether the land was the property of individuals or of a tribe, since he was under the impression that lands deemed to belong to an indigenous community were inalienable.

34. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that in the Afgoi region, individual rather than tribal holdings were the rule and that the lands in question had been purchased from individuals.

35. Mr. RYCKMANS (Belgium), turning to the question of stock-rearing, drew the Council's attention to the fact that technical missions did not always reach unimpeachable conclusions. The experts always had a perfect theoretical knowledge of their special field but often only a superficial acquaintance with local con-

ditions. For example, one mission had recommended that selected breeding bulls should be imported into Somaliland to improve the livestock. Although that would doubtless be possible, the Administration had noted that cattle from such improved strains were very much less resistant than native cattle and that rather special farm buildings would be necessary if imported breeding stock were to be a real success. Similarly, when a technical assistance mission had advised the Administration to introduce into Somaliland the short-stemmed *durra*, which was more adaptable to soil conditions, it had lost sight of the fact that the stems of *durra* are of importance as cattle fodder.

36. As cattle represented one of the country's main sources of wealth, the preparation of hides was an important industry. The annual report contained some very interesting details on the subject and the Administration was to be congratulated on its plan for making an educational film that would be shown in all the accessible centres in the interior. He pointed out that the problem of tanning hides had presented itself in Ruanda-Urundi also and had been successfully solved through the construction of dryers. Such a method was doubtless out of the question in nomad areas, but in centres where suitable dryers could be constructed the indigenous population very quickly learned to bring their hides there to have them properly treated.

37. With regard to fisheries, he noted that, as had also been mentioned in the communication T/COM.11/L.117 from the Chamber of Commerce, certain companies had gone into liquidation. He wondered whether such bankruptcies were accidental or whether the conclusion must be drawn that fishing as an industry was not feasible in the waters of Somaliland.

38. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the cause lay in an uncontrollable natural phenomenon: the tunny which formed the staple of the fishing industry had completely vanished. Thus there were no raw materials for the industrial plant which had been set up at great expense. The Administering Authority would like the FAO experts to study the question, since it had a certain importance for the country's economy. The 300 quintals or so of canned tunny which were all the Territory had been able to export recently were not enough to justify an industrial plant.

39. Mr. RYCKMANS (Belgium) noted with satisfaction the explanations given in the annual report concerning the mineral resources of Somaliland. Concessions for the exploitation of petroleum and natural gases had been granted under conditions which should be entirely satisfactory to any future government of an independent Somaliland.

40. With regard to textile industries, the annual report referred to the import of 3,500,000 young agave plants. He would like to know whether there were possibilities in the Territory for the industrial exploitation of sisal.

41. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that as the result of experiments on farms designed for the purpose the Administration had reached the conclusion that agave plants might be successfully grown in Somaliland. It was still too early, however, to know whether the experiment would succeed when the fibres were used industrially. The indigenous cultivators were extremely grateful to the Administration for the introduction of the agave plants, which could be grown in soils that were unsuitable for crops familiar to Somalis. If the

experiment was successful, their cultivation would mean a net gain for the Territory.

42. Mr. RYCKMANS (Belgium) said that the Egyptian representative on the Advisory Council had stated that no improvement in the economic situation would be possible without better facilities for sea and road transport. However, in the view of a technical mission of the United States Foreign Operations Administration, the country's resources did not justify any considerable investment, and all that could be done was to maintain the present communications network. It would be interesting to know which of those two divergent opinions was shared by the Administration.

43. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the question had long been under study and the Administration was preparing to carry out the minimum programme suggested by the Foreign Operations Administration's mission. Immediate work on one road — that connecting Mogadiscio with Chisimaio — was clearly essential, for it served the areas economically most important for the whole Territory. Before new roads were constructed, the region they were designed to serve must already have been developed to some extent. If the economic advantages were not enough to justify the considerable investment and the expense of upkeep, which would be a burden on the future Somali State, it would be better to wait until the work became really necessary for the country's development.

44. Mr. RYCKMANS (Belgium) thought that the Territory urgently needed foreign capital for its economic development. Investment would certainly be encouraged if some publicity were given to the statement that had been made on the subject by the Territorial Council and had been referred to by the two Vice-Presidents of that body before the Trusteeship Council (530th meeting). He proposed that the Trusteeship Council should note that statement with satisfaction and should even suggest to the General Assembly that it communicate its intentions to the representatives of the Somali population.

45. Mr. DAYAL (India) noted that the special representative had stated that the Administration had not thought it right or proper to seek a loan from the International Bank for Reconstruction and Development, because it did not wish to commit the future government of Somaliland in advance. On the other hand, the Administration had granted oil concessions to two foreign companies. The Territorial Council and the United Nations Advisory Council did not appear to have been consulted with regard to those concessions. In any event he wondered why the Administration had assumed an obligation for the future government of Somaliland in the one case and had been afraid to do so in the other; he would like some information in that connexion.

46. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration intended to seek a loan from the Bank but had been waiting until the prerequisites had been satisfied. As that was now the case and the circumstances had, moreover, been communicated to the Trusteeship Council, an application would very shortly be submitted to the Bank.

47. The oil concessions had been granted under the mining statute which had been approved on 15 August 1951 after previous consultation with the Territorial Council and the Advisory Council. The law provided that the concessions would run for forty years; it was

evident that otherwise no foreign company would have agreed to invest the immense capital necessary. The Administration had not consulted the Territorial Council when it had granted the concessions because it had merely been giving effect to a law which had been previously adopted with that Council's consent.

48. He wished to point out that the policy pursued in that regard by the Administration was fully in harmony with that recommended by the two Vice-Presidents of the Territorial Council, namely, to encourage foreign companies to invest capital in Somaliland.

49. Mr. DAYAL (India) noticed that in the Territory there were over 7,000 persons in the police and military forces, or one soldier or policeman for every 140 inhabitants. In view of the Territory's financial difficulties, he wondered whether it was really necessary to maintain such large security forces in Somaliland.

50. Mr. MOCHI (Special representative for Somaliland under Italian administration) thought the situation would become clearer if the figures were analysed. The armed forces consisted of about 3,000 men, 652 of whom were Italians; the police comprised 2,024 Somalis and 190 Italians, most of whom were instructors; lastly, there were 1,514 *Ilalos*, who were district guards and not regarded as part of the regular forces. The Administering Authority would be very glad to reduce the size of the security forces, but was unfortunately unable to do so for the time being in view of the frontier situation.

51. Mr. DAYAL (India) asked whether the production of cereals was sufficient for the needs of the Territory, whether there was any control over the export of cereals and whether the Administration had taken any action to prevent speculation and a consequent rise in prices.

52. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration had taken definite steps to avoid fluctuations in the price of cereals. The annual report dealt extensively with the question. It was estimated that from 1953 onwards production would suffice for the needs of the population. There was a bad harvest in Somaliland every three years, so the Administration kept 53,000 quintals in reserve to prevent famine. There was no need to control the export of cereals, as they were entirely consumed in the Territory.

53. Mr. DAYAL (India), while realizing that the object of the import duty on sugar was to protect the local industry, which would, it was hoped, soon be able to supply all domestic needs, wondered whether it would not be more equitable and financially sounder to subsidize the local industry instead of imposing such a heavy import duty.

54. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the future independent government of Somaliland might be unable to continue subsidizing the industry and that in that event the local industry, unable to compete with imported sugar, would undergo a crisis and thousands of Somalis would be put out of work.

55. Sugar was, of course, an important food and was highly valued by the Somalis, but it was not a food which should be given priority in combating malnutrition. The Administration was studying the question and was trying to introduce more variety in the people's diet; an expert from the Food and Agriculture Organization had made a study of the situation in the Territory.

56. Mr. DAYAL (India) understood that some of the duty levied on sugar helped to finance the stocking of cereals; he wondered whether the possibility of that's being done by the Somali Credit Institute had been considered.

57. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the stocking of cereals was already being financed by the Somali Credit Institute.

58. Mr. DAYAL (India) asked whether the Administration had made any attempt to encourage the use of ox-drawn ploughs.

59. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied in the affirmative. In the Baidoa region, in particular, a number of ploughs had been distributed free to farmers. If the experiment was successful, the Administration would encourage the general use of ox-drawn ploughs.

60. Mr. DAYAL (India) noted that textile imports represented about 30 per cent of total imports. He wondered whether the Administering Authority had considered the possibility of introducing hand looms into the Territory. Weaving might provide interesting and lucrative employment for farmers in the off season and for the nomads.

61. Mr. MOCHI (Special representative for Somaliland under Italian administration) did not remember that the Administration had had hand looms distributed among the indigenous inhabitants, but the Indian representative's suggestion undoubtedly deserved consideration. There was an industrial firm at Mogadiscio, the *Manifatture Cotoniere d'Africa*, which would soon be in a position to supply the greater part of the Territory's needs. It should be pointed out in that connexion that the Territory was at present producing long-staple cotton, whereas the industry could best use short-staple cotton. The agricultural service was experimenting with the cultivation of short-staple cotton and it was hoped that the mill at Mogadiscio would shortly be working full time using raw material grown and spun in the Territory.

62. Mr. DAYAL (India) observed that there were 5 to 6 million head of cattle in the Territory as against a human population of 1,250,000. That was a very high percentage. He wondered whether the best possible use was being made of the livestock and whether the Administration had considered the possibility of developing modern meat and leather industries.

63. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied in the affirmative; the Administration had left no stone unturned in that respect. Unfortunately, however, there was a psychological obstacle: the indigenous inhabitants regarded cattle as a mark of wealth and prestige. They were more or less indifferent to the economic aspect and Somalis would rarely sell their livestock. Plans for establishing a meat-packing plant at Merca had had to be abandoned for the time being, investigation having shown that a regular satisfactory supply of meat would not be available. Time would have to be allowed for the Administration to make the indigenous inhabitants realize the economic value of their cattle.

64. There was already a tannery in the Territory, but the leather and hide industry could not be developed until the indigenous inhabitants had adopted a more realistic attitude with regard to the use of animals.

65. Mr. PIGNON (France) said he had no questions to ask; the special representative had already furnished

all the information the French delegation required. In particular he had been completely satisfied by the special representative's reply concerning the concessions granted for the development of oil resources, no doubt because the rules followed in Somaliland were similar to those applied in France, where the legislature laid down the general principles of mining legislation and left it to the executive to make private contracts.

The meeting was suspended at 3.55 p.m. and resumed at 4.25 p.m.

66. Mr. SALAH (Egypt) said that his observations on road development had been made in the light of the question of exports. The real wealth of the country existed in the interior as well as along the coast; communications should therefore be improved in order to encourage producers by enabling them to get their produce to the ports. Hence it seemed, contrary to what the special representative said, that the development of communications should precede rather than follow economic progress.

67. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that, for the present at any rate, the wealth of the Territory was largely concentrated along the strip of coast between Mogadiscio and Chisimaio, which extended about 150 kilometres inland and was serviced by a road. The Baidoa area, which had potentialities, was linked to Mogadiscio by a good road. A steamboat service between the small ports from Bender Cassim to Chisimaio had been started in 1953. The development of the rest of the Territory was a matter for the future.

68. Mr. DORSINVILLE (Haiti) remarked that the budgetary deficit for 1953 had exceeded 50 per cent.

69. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that that had been so ever since Italy had taken over the administration of the Territory and that the Italian Government made up the deficit in question.

70. Mr. DORSINVILLE (Haiti) regarded the problem as one of the most serious. He wished to know roughly the ratio of revenue to expenditure, the probable situation of the Territory in 1960 and whether the Administration anticipated a reduction in the deficit or a balanced budget.

71. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the Administration hoped that its economic development plan would reduce the deficit by 30 million somalos, quite apart from other sources of revenue which were also being developed.

72. Mr. DORSINVILLE (Haiti), referring to the section on public finance and taxation in the Secretariat working paper on conditions in the Territory (T/L.471), asked whether the Administration had introduced any further direct taxes or had improved the system of collection in accordance with the views of the United Nations Visiting Mission to Trust Territories in East Africa, 1951.

73. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the collection of income tax was satisfactory, since the tax had been in existence for several years. It had not been possible to collect fully the tax on *shambas*, owing to the considerable amount of work involved in organizing collection. Nevertheless, the work was under way; a census of *shambas* has been made and tax-collection offices set up in regions where the yield from the tax was likely to be particularly high.

74. Mr. DORSINVILLE (Haiti) inquired what difficulties the Administering Authority had encountered in adopting land legislation in accordance with the Council's recommendation (A/2150, p. 127).

75. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the principal difficulty was the size of the Territory, which made the preparation of land registers a large-scale undertaking. The system of tribal property also posed a difficult problem. Finally, the preparation of a land survey called for the organization of a complex service which would involve the new State in additional expenditure. A committee, on which Somalis were well represented, had been set up to study the problem.

76. Mr. DORSINVILLE (Haiti) wished for information on the legislation governing the Territory's foreign trade, in particular whether the Territorial Council had approved that legislation and whether direct or indirect subsidies were granted.

77. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the Administration had adopted a free trade policy except for imports of non-essential commodities, as stated on page 115 of the annual report. In order to encourage trade, the system of licences had been simplified and a fairly large quantity of goods could be imported without licence, on the basis of a mere customs authorization. The Administration granted no subsidies. Finally, with regard to approval by the Territorial Council of regulations governing foreign trade, he pointed out that all laws without exception were first submitted by the Administration to the Territorial Council.

78. Mr. DORSINVILLE (Haiti) asked what measures were taken to develop foreign trade, particularly with neighbouring markets. He also wished to know whether there was any difference in the treatment of income from exports to Italy and exports to other countries.

79. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the Administration encouraged exports and was endeavouring to organize convenient and economical transport between the Territory and the two largest neighbouring markets, Aden and Mombasa. Exports to Italy did not enjoy preferential treatment.

80. Mr. DORSINVILLE (Haiti) asked how foreign exchange was allocated to importers and whether any privileges were granted to any special class of importers.

81. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that, where restrictions applied, licences were granted in proportion to the importers' turnover during previous years, account being taken of the general trend of trade. There was no discrimination as among importers.

82. Mr. DORSINVILLE (Haiti) asked what the guiding principle of the Administering Authority's policy was with regard to exchange control and whether it was anticipated that such controls would be progressively eased.

83. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that exporters were merely required to convert their currency into somalos. The measures planned by the Administration to relax exchange control depended primarily on the Territory's foreign currency resources. He recalled that

the only object of restrictions on free trade was to avoid the loss or the inefficient use of foreign exchange.

84. Mr. DORSINVILLE (Haiti) asked whether there was any legislation restricting investments of international capital or the transfer of profits earned by such capital.

85. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that there was no such legislation and that the Administration did not propose to introduce any since it certainly did not wish to discourage foreign investment.

86. Mr. LOOMES (Australia) noted from page 65 of the annual report that direct taxes for the financial year 1953-1954 were estimated to yield 6.7 million somalos. He wished to know whether, in the Administration's view, that figure represented all collectable direct taxation.

87. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the estimates had been based on the assumption that the tax on *shambas* would be collected *in toto*.

88. Mr. LOOMES (Australia) asked whether there had been any rise in prices following the new price-control measures in the Territory and whether those measures had affected the cost of living.

89. Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the cost of living had not risen; the only increase had been in the price of cinema tickets.

90. Mr. LOOMES (Australia) asked what the reactions of the population were to the new co-operatives and what the possibilities of development were in that respect.

91. Mr. MOCHI (Special representative for Somaliland under Italian administration) recalled that the Administration had always taken the initiative in the matter, but agreed that that initiative had not always met with success, as the population had not yet shown a very co-operative spirit. Nevertheless, the Rahole co-operative, in which a number of Arabs were working with Somalis, had shown very encouraging results. That co-operative was established on the Giuba; the main purpose of the co-operatives in that region was to develop water power resources. The other co-operatives, in the Scebeli area, were concerned with agricultural development.

92. Mr. LOOMES (Australia) referred to the tradesmen's co-operative at Mogadiscio and noted that it was proposed to open a school run by that organization, in order to encourage cottage industries. He also noted that the Administering Authority was making arrangements to provide financial aid to the organization. He asked whether there was any room for the expansion of such co-operatives in the Territory.

93. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the school in question had been opened in March 1954 and had received financial aid. With regard to the progress of cottage industries, possibilities were limited to a few centres, the chief of which was Mogadiscio. Nevertheless, the Administration was endeavouring to develop the spirit of co-operation and hoped that those who had attended the new school would be able to bring the benefit of their knowledge to communities which, owing to local conditions, had hitherto shown practically no interest in co-operative activity.

94. Mr. SEARS (United States of America) noted that, in the Administering Authority's view, it would take a whole generation to change the nomadic and pastoral economy of Somaliland into a stable agricultural economy. He wondered why that development would take so long.

95. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that, owing to the geography of the greater part of the Territory, the population had grown accustomed over the centuries to a nomadic way of life. Only a radical change in natural conditions, such as would be brought about by the drilling of wells, could induce the population to change its traditional attitudes. Such a radical change in the way of life could only be gradual. Many psychological factors were involved. Young people must become accustomed to agricultural work, which the nomads had hitherto despised. Moreover, the freedom which nomads enjoyed by comparison with the sedentary agricultural worker, and their superior social status, involved questions of prestige. Those conceptions would be slow to develop, and it was particularly through the younger generations that positive results could be obtained.

96. In reply to Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the special section of the court of justice of Somaliland would be the supreme body for judicial matters, administrative law and legal questions arising out of financial matters. It was not the function of the *magistrat aux comptes* to audit the accounts, but to make a judicial appraisal of the provisions regulating government expenditure, which he could block.

97. In reply to further questions by Mr. SCOTT (New Zealand) relating to the Somali Credit Institute, Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the rate of interest charged by that agency on agricultural loans would not exceed 4 per cent. The Somali Credit Institute had been established quite recently and he could not say whether it had already granted any loans, or to what amount.

98. Replying to a question by Mr. SCOTT (New Zealand) whether there had been any significant results from the exploration into oil resources by the two companies to which concessions had been granted, Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the chairman of one of the companies had expressed optimism, which he hoped would soon be justified. At any rate, positive information would be forthcoming within a year or two at most.

99. Mr. SCOTT (New Zealand) asked for information on the revival of the salt industry, which had formerly existed at Hafun.

100. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that another survey by an Italian technician had given rather discouraging results. It appeared that the cost of removing the sand that had accumulated over the salt deposits was too great to permit the exploitation of the deposits. The Administration was ready to consider bids from foreign countries; an Indian firm had shown some interest in the matter but no definite decision had yet been made. The salt market was undergoing a period of depression due to the development of home industries

in a number of countries which before the war had been heavy importers of salt.

101. In reply to a question by Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the results of the well-digging programme had even surpassed expectations, as only two of the many wells that had been dug had failed to produce water. The results were particularly encouraging in Galcaio, a very dry area where the well was producing 120,000 litres of water daily.

102. Mr. SCOTT (New Zealand) recalled that, in other territories where rainfall was much heavier, use had been made of solar distillation plants to obtain water, particularly for domestic use. He asked whether the Administering Authority had considered such a method for Somaliland.

103. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that plans to that effect had been made and that experiments would soon be begun.

104. In reply to a further question by Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the difference between the present economic development plan and the previous studies was that the Administration was committed to carrying out the present plan; consequently the necessary steps had been taken to finance the whole plan. All the projects mentioned would be completed by 1960.

105. In reply to a question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration), said that the tables on pages 67 and 68 of the annual report referred to civil expenditure. Military expenditure, which was borne entirely by the Italian treasury, had been published in a budget covering the period from 1 July 1953 to 31 December 1954, which had been approved by the Territorial Council. Military expenditure during that eighteen-month period would amount to 33,237,000 somalos; the expenditure for 1954 would therefore represent two-thirds of that sum.

106. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the tables on pages 67 and 68 indicated that in the financial year 1952-1953, the expenditure for the police force had been 558,479 somalos, whereas the 1953-1954 budget provided for over 11,800,000 somalos for staff cost and over 9 million somalos for operational costs—a total of over 21 million somalos. He asked the reason for such an increase in the appropriations for the police force. The explanation in the footnote was not satisfactory because the expenditure for indigenous personnel in all the administrative services had increased by only 6 million somalos.

107. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that there was a typographical error in the table: operational expenditure was over 2 million somalos, not 9 million, and the total appropriation for 1953-1954 was therefore slightly over 14 million somalos. The increase in the estimates was due particularly to operational expenditure in connexion with the renewal of equipment and the installation of wireless sets at posts. That expenditure would decrease during the eighteen-month period.

108. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked why the amount provided for the economic services, which had been 1,566,000 somalos in 1953, had been reduced to 1,414,000 somalos for 1954, as could be seen from section IV of the statistical annexes to the annual report.

109. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that, while an appropriation of 1,566,000 somalos had been provided for 1953, actual expenditure had been only 1,372,000. The estimates for 1954 had been made on the basis of the second figure, no change being contemplated in the economic services, which were regular administrative services responsible for conducting the current business of the Department and not concerned with economic development. Economic development programmes were financed from the extraordinary appropriations mentioned below. A comparison of the actual expenditure in 1953 and the estimates for 1954 showed that the appropriations for those services had been increased.

110. In reply to a further question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the commercial firms and undertakings mentioned on page 74 were listed in the order of the amount of income tax they paid in the Territory. The Shell Company (Red Sea), Ltd. and Mitchell Cotts and Co. (East Africa), Ltd. were British firms; De Vincenzi Cosmo was an Italian company producing electricity at Mogadiscio and Caltex Africa, Ltd. was an American company which supplied the Territory with petrol and fuel.

111. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to page 50 of the report, asked what reform was contemplated with regard to the Economic Council for Somaliland and, if it was intended to reduce the membership of the Council, what reasons were adduced to justify such a reduction.

112. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that experience had proved that a body of 72 persons was too large to be effective. On the proposal of the President of the Economic Council, the membership had been reduced to 52 and it had been decided to set up smaller committees, which were more efficient than the former big assembly. The relevant legislation had been enacted only a few weeks earlier.

113. Mr. ASHA (Syria) noted, that according to the annual report, only 15,000 persons listened to the radio programmes. He asked for information about the measures that the Administering Authority planned to take in order to expand the radio broadcasting services and to install a larger number of receiving sets in the communities—as often the people could not afford to buy them—and to prepare the indigenous inhabitants for their coming independence through special programmes for that purpose broadcast in a language that all could understand.

114. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the Territory's population included over a million nomads who had little interest in the radio, and only 200,000 settled inhabitants, concentrated in 35 municipalities. The figure of 15,000 listeners, which was only an estimate, could be better understood in the light of those facts. The sale of wireless receiving sets was un-

restricted and users were not subject to any tax. Moreover, each municipality had a receiver equipped with a loudspeaker in the market-place, which enabled all the inhabitants to hear the programmes. The programmes, which were organized and directed by Somali staff, were broadcast in Somali; they included news bulletins, lectures on hygiene and education, etc.; in addition, musical programmes and short news bulletins in Italian were broadcast.

115. Mr. ASHA (Syria) drew the attention of the members to page 27 of document T/L.471, where it was stated that the Administering Authority had unsuccessfully sought the assistance of the specialized agencies of the United Nations in obtaining equipment and means particularly for the campaigns against malaria, tuberculosis and malnutrition. He asked for clarification on that subject.

116. Dr. INGALLS (World Health Organization) said that WHO had carried out a survey in Somaliland and that the budget for the following year contained an item for some BCG work. She would undertake to obtain additional information about the anti-malaria campaign.

117. In reply to a further question by Mr. ASHA (Syria), concerning measures taken by the Administering Authority to deal with chronic malnutrition, Mr. MOCHI (Special representative for Somaliland under Italian administration) recalled that the Technical Assistance Administration had earmarked \$75,000 for the WHO, UNESCO and FAO programmes. An FAO expert had studied the question of nutrition in Somaliland and had submitted recommendations with a view to improving the population's diet. The problem was due not so much to insufficient food as to a poorly balanced diet, which lacked variety and was deficient

in vitamins. Dispensaries throughout the Territory had distributed large quantities of vitamin preparations. The Administration was encouraging the population to visit the dispensaries regularly, without waiting until malnutrition had affected their health. It was also making efforts to give instruction in sanitation; a programme dealing with health problems was broadcast twice a week in Somali, and all the physicians in the Territory gave lectures, which were interpreted into or summarized in Somali.

118. In reply to a further question by Mr. ASHA (Syria), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration had completely separated juvenile delinquents and women offenders from other offenders. A school had been added to the institution for juvenile delinquents and, in addition, the Administration was altering the former military barracks near Mogadiscio in a very healthy spot near villages actively engaged in the production of *futa*, so that the juvenile delinquents could receive vocational training to supplement their general education. A physician had been attached to the institution. That programme was to be completed in the current year. The women prisoners had also been separated from the male prisoners under similar conditions.

119. Mr. ASHA (Syria) asked whether there had been any farmers among the 314 immigrants admitted to the Territory; he recalled that the Council had recommended that no farmers should be admitted.

120. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he would wire to Mogadiscio to obtain information on that subject.

The meeting rose at 5.55 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Thursday, 10 June 1954,
at 2.20 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration:
(a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

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

1. Dr. INGALLS (World Health Organization) introduced the observations of WHO on the annual reports for 1953 on the Trust Territories of Somaliland under Italian administration, Western Samoa, New Guinea, Nauru and the Pacific Islands (T/1122). It was the first time WHO had submitted such observations to the Council and the opportunity had therefore been taken to study all the annual reports submitted since 1948. Comments had been mainly limited to a statement of the general principles which should govern the administration of public health and preventive medicine in the under-developed territories, taking into consideration the special problems of the five Territories concerned and the progress achieved by the Administering Authorities. A more detailed evaluation could be submitted when the five Territories were next discussed.

2. The main objective to be borne in mind in planning the improvement of health services in under-developed areas was to prepare the population for the integration of modern scientific changes into their own cultural pattern. The medical and health services should be adaptable to the communities concerned and capable of being carried out by the local governments.

3. With reference to the questions asked at the previous meeting by the Syrian representative, the United Nations Visiting Mission to Trust Territories in East Africa, 1951, had been accompanied to Somaliland by a WHO expert, who had recommended some work on malaria. The WHO regional adviser on malaria had paid a very brief visit to the Territory in 1952. Another expert had studied the bilharzia situation, and the tuberculosis expert, to whom the special representative had referred, had just returned to Geneva.

4. The special representative had expressed regret that nothing had yet come of WHO's surveys and recommendations. Projects in a country where WHO had not previously operated required very careful consideration and planning by the Administering Authority and WHO in order to ensure that they were practicable and could be integrated into the country's existing health services.

5. The Administering Authority for Somaliland had submitted no requests to WHO in 1952. A request had been received in 1953 and WHO had budgeted for the salaries of three experts on preventive work on malaria in 1954. A further sum for DDT and other supplies had been anticipated from extra-budgetary funds. Unfortunately the expected technical assistance funds had failed to materialize in full and the plan had had to be postponed. Virtually the same plan was projected for 1955, when it was listed as a priority A programme. Somaliland was not the only country affected; WHO had had to postpone many of its plans based on technical assistance funds.

6. The Italian Administration was already undertaking some BCG work and had asked WHO for additional supplies. WHO hoped to be able to provide those supplies, provided that the necessary extra-budgetary funds were forthcoming.

7. Mr. ASHA (Syria) regretted the postponement of the 1954 programme and hoped that there would be no delay in implementing the 1955 programme. Combating malaria was extremely important in a country like Somaliland. Further information on the difficulties encountered and an explanation of the term "extra-budgetary funds" would be welcome.

8. Dr. INGALLS (World Health Organization) pointed out that WHO was not a supply organization but, under its Constitution, acted as the directing and co-ordinating authority on international health work. Supplies had to be purchased from extra-budgetary funds, contributed mainly by the United Nations Children's Fund (UNICEF) or from technical assistance funds. It was well known that the latter did not always come up to expectations and that many projects had consequently had to be abandoned.

9. Mr. MOCHI (Special representative for Somaliland under Italian administration) drew attention to the Administration's anti-malarial work, which was described on pages 254-255 the annual report¹. Thirteen per cent of the total health budget had been spent on the anti-malarial campaign and malaria had been largely checked in four areas.

10. With regard to future plans and the use of the \$75,000 United Nations technical assistance funds, WHO would help in the campaigns against tuberculosis and malaria and, in collaboration with UNICEF, which would provide the funds, in the anti-venereal-disease campaign. The terms of reference of the UNESCO expert at present in the Territory would be extended in 1955 and two scholarships for Somali experts would be granted in Mexico. UNESCO would probably import a number of special trucks for work connected with its fundamental education programme. The Administration had asked for certain equipment required by the UNESCO expert. So far as the Food and Agriculture Organization (FAO) was concerned, the Administration would like to see the fishing studies continued, and hoped for closer collaboration with FAO. FAO would participate in the preparation of a comprehensive programme on nutrition, funds for which would be contributed by FAO and UNICEF.

11. Mr. DAYAL (India) stressed his delegation's concern at the very unsatisfactory public health and sanitary conditions prevailing in the Territory, which could not but have an adverse effect on social and economic development. In its report (T/947 and Corr.1), the 1951 Visiting Mission had painted a very sorry picture of the situation. A sufficient sense of urgency in dealing with such serious problems was not apparent. He shared the Syrian representative's hopes that the WHO programme would not be further delayed. The standard of health of women and children was very poor and it would be interesting to hear whether any application for assistance was pending with UNICEF.

12. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration had approached both WHO and UNICEF, although he was unable to say whether UNICEF had been approached directly or indirectly, or to give the specific figures involved. The Administration had not, however, remained idle pending international assistance. Health conditions in the Territory had vastly improved since 1951. In 1953, almost 10 million somalos had been spent on public health. The first task had been to build and modernize hospitals, dispensaries and infirmaries. There now seemed to be adequate establishments and personnel to care for the general needs of the population. The next step was to improve the standard of living and general health and to deal with such social diseases as malaria and tuberculosis.

13. In reply to a further question from Mr. DAYAL (India), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the figures for persons undergoing imprisonment were given in section XXI of the statistical annexes to the annual report. No person was detained more than forty-eight hours unless he was brought to trial. When a person was brought to trial, there were specific limits to preventive detention.

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

14. In reply to a question from Mr. RYCKMANS (Belgium), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that so far as possible the very advanced Italian social welfare legislation was being gradually extended to Somaliland. Accident insurance had been instituted in the Trust Territory several years previously and would be extended, through the Cassa d'Assicurazione sociale, to occupational diseases, including those, such as lead poisoning, which might not develop until years after the worker had left the job concerned. The ordinance referred to on page 191 of the annual report had not yet been promulgated, as the registration of the workers entitled to insurance against occupational diseases was a lengthy business.

15. In reply to a further question from Mr. RYCKMANS (Belgium), Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the cotton produced in Somaliland was long-staple cotton suitable for export. The cotton used for manufacturing cloth for local use was short-staple cotton. The Administration was making every effort to bring additional areas under short-staple cotton and it hoped that by 1960 the Territory would be self-sufficient in that respect.

16. Mr. RYCKMANS (Belgium) asked approximately how many of the population had been protected by the anti-malarial spraying.

17. Mr. MOCHI (Special representative for Somaliland under Italian administration) regretted that exact figures were not available. The work had been carried out at Scusciuba, Eil, Baidoa, Bardera and in the neediest centres on the Scebeli and the Giuba.

18. Mr. RYCKMANS (Belgium) suggested that future annual reports should contain the number of the population protected and the incidence of malaria before and after spraying.

19. Many representatives obviously regretted that Somaliland could not receive more international aid and financial as well as technical assistance. Expenditure on public health amounted to approximately 30 per cent of the Territory's total revenue. The independent Somali State would obviously be unable to maintain that rate of expenditure. When the United Nations had undertaken that Somaliland should become fully independent in 1960, it had assumed a responsibility towards the Somali people and it was arguable that that responsibility involved not only technical, but also financial, assistance in matters such as public health.

20. He suggested that the Council should express its satisfaction at the establishment of the pharmaceutical institute mentioned on page 264 of the annual report.

21. The discipline in prisons was apparently governed by legislation dating from 1941. He wondered whether the legislation should not be amended to bring it into line with more recent practice.

22. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration had not considered it necessary to enact new legislation, as the existing legislation, drawn up by the British Administration and based on similar measures in the United Kingdom, was liberal enough to be adapted to the conditions now prevailing in the Territory.

23. In reply to questions from Mr. S. S. LIU (China), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that a series of laws which were virtually a labour code for the Territory

had been drawn up on the basis of the International Labour Organisation's instructions to an Administration official who had visited Geneva. Legislation on the employment of children had been promulgated some time previously and legislation on the employment of women a few days previously.

24. In reply to a further question from Mr. S. S. LIU (China), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the independent bi-monthly journal *Somalia Nuova* had ceased to appear for purely financial reasons. The Administration encouraged the publication of free periodicals. An additional independent paper written in Italian and produced by a Somali staff, *Il popolo della Somalia*, was now being published in the Territory.

25. Mr. PIGNON (France) asked whether the special representative could dispel the apparent contradiction between the impression, conveyed on pages 200 and 201 of the annual report, that the problem of unemployment in the Territory was less serious than that of labour shortage and the anxiety shown with regard to the unemployment situation by the petitioners heard at the 530th meeting.

26. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that many of the people who came to the cities for employment found limited opportunities, often owing to their lack of qualifications, but were unwilling to return to the bush. The Administration had endeavoured to persuade the urban unemployed to engage in agricultural pursuits, but had met with little success, except in the case in which a number of unemployed from Mogadiscio had agreed to be transferred to Afgoi, 15 miles away, for agricultural work. In spite of favourable working conditions, there was a labour shortage in industry; the difficulty was seasonal, and largely due to psychological factors, the workers being unwilling to work all the year round or more than necessary to earn their livelihood. The enterprises were compelled to turn to mechanization when the social conditions threatened to hamper production.

27. Mr. PIGNON (France) asked whether the Somalis fully appreciated the efforts being made by the Administration, outlined on pages 201 and 202 of the annual report, to train skilled workers; certain other populations had been found to prefer forms of training leading to the professions or to the civil service.

28. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that some thirty-eight different trades could be learned in the vocational schools in the Territory. The number of pupils was increasing, and would increase even more rapidly in a few years when, owing to the spread of primary education, a larger number of qualified entrants would be available. Generally speaking, the Administration was very satisfied with the results achieved, and looked upon the vocational schools as an excellent means of combating unemployment.

29. Mr. DORSINVILLE (Haiti) inquired whether there were any unemployment statistics for the main towns in the Territory, and whether the labour shortage in the sugar industry was due to the inhabitants' reluctance to work in that particular branch of industry or to a dislike for the discipline involved by any regular employment.

30. Mr. MOCHI (Special representative for Somaliland under Italian administration) thought that no statistics had been compiled because unemployment was largely temporary and did not regularly affect the same

persons. The consequences of the labour shortage in the sugar industry had been mentioned because that was the country's leading industry, but the same was true of all economic, especially agricultural, activities in the Territory.

31. Mr. DORSINVILLE (Haiti) asked what the Administration was doing to deal with the social problems caused by the nomadic characteristics of the population.

32. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration's main initial efforts in that direction had been in the field of public works and of the related economic development projects, to encourage the nomads to settle, but he could not forecast the results. It was hoped that the nomads might at least be prevailed upon to limit their changes of abode so as to take part in the social life of the sedentary population; in that case, villages could be built near the wells.

33. In reply to a further question from Mr. DORSINVILLE (Haiti), Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the main problem consisted in interesting the population in education, and that the Administration relied greatly upon the younger generation. It was absolutely opposed to the use of coercion in any form; there was no forced labour and there were no restrictions on the workers' freedom of movement, or on migration. The Administration intended to adhere to that policy, although it would thus be forced to wait until the people spontaneously realized the advantages of submitting to certain rules and accepting a mental discipline, such as that required in schools, to which they had hitherto not been accustomed.

34. Mr. DORSINVILLE (Haiti) said that, although the Administration did not discriminate against women, their social status in the Territory appeared to be even less satisfactory than their political status. He asked what measures were being taken to improve matters, particularly in education.

35. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the difficulty was caused rather by local custom than by Moslem law. The Administration was encouraging the establishment of women's associations. There were three types of schools reserved for girls: schools of domestic economy, a school of midwifery and a separate school. In all other schools, girls were on the same footing as boys, but taught in separate classes when their numbers were sufficient.

36. In reply to a question from Mr. STRONG (United States of America), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the ordinance on the employment of women which had recently been promulgated had been submitted, as were all ordinances, to the Territorial Council, and approved by that body at its last session.

37. Mr. STRONG (United States of America) asked what difficulties had been encountered, and what success achieved, in the anti-tuberculosis campaign carried out during the previous summer.

38. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the campaign had received enthusiastic support, more than 50,000 somalos having been contributed to it from private sources. It had been completely successful both technically and psychologically, for the people seemed aware of the dangers of the disease and of the need for early treatment, and the dispensary built for X-ray

examinations at Mogadiscio had been very active. Propaganda by means of special postage stamps, the Press and the wireless had been very effective. A second campaign was planned for 1954.

39. In reply to questions from Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the issuing of identity cards had been approved by the Territorial Council as a logical consequence of the institution of vital statistics and would render great services at future elections. Owing to patronymics now being in practical use among Somalis, who used a limited number of names, many people had identical names and, at the last elections, 5,000 people could not be properly identified. The ordinance provided no penalty for failure to carry an identity card; it was hoped that people would register voluntarily, in view of the advantages of having one. Women could obtain identity cards upon request, but were not obliged to have them.

40. With regard to the population census taken in thirty-five inhabited centres before the municipal elections, the returns had been made on a family basis and, in addition to names, many other data had been obtained, for instance, about addresses and occupations. More than 500 trained Somali enumerators, under the supervision of 26 Italian experts, had assisted the inhabitants in completing their forms.

41. Mr. SCOTT (New Zealand) referred to the statement in the Secretariat's working paper on conditions in the Territory (T/L.471) to the effect that there had been a total decrease of about 8 per cent in the cost of living between December 1952 and December 1953, and asked whether the special representative would care to amplify that statement.

42. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the calculations had been based on an average urban family of five. Among the reasons for the decrease had been the stockpiling of cereals, which had stabilized the prices of essential commodities, and the production of cheap clothing by the Manifatture Cotoniére d'Africa.

43. Mr. SCOTT (New Zealand) asked whether the decrease in the cost of living for an average Somali urban family might be regarded as typical of the situation throughout the Territory.

44. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that it was impossible to establish statistical data with regard to families outside urban centres, but that it might be presumed that some of the same favourable factors had been felt in the hinterland. With regard to the possibility of transport costs reducing further the cost of living for the population living a long way from Mogadiscio, he hoped that transport costs would be generally reduced as soon as tanks for storing fuel had been constructed at Mogadiscio. At present, the Territory could only be supplied by barrels.

45. In reply to further questions from Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the figures on map 13, opposite page 238 of the annual report, referred to the total number of days spent by all patients in all the Territory's medical establishments. The reason for the high figures in the Lower Giuba and Benadir areas was that two-thirds of the population was concentrated there; the Administration was constantly increasing the medical facilities to cover the entire Territory.

46. Mr. EGUIZABAL (El Salvador) asked whether the restriction on freedom of assembly, referred to on page 192 of the annual report, had already been abolished.

47. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied in the affirmative. The restriction had been removed, in January 1954, before the elections, too late for inclusion in the report.

48. In reply to a second question from Mr. EGUIZABAL (El Salvador), Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the special legislation for the protection of women workers, referred to in document T/L.471, had been approved by the Territorial Council and promulgated.

49. Mr. OBEREMKO (Union of Soviet Socialist Republics) wanted to know how the Administering Authority could reconcile its allegation in the annual report that women in the Territory were not denied basic rights, with the fact that they were deprived of any political rights by the laws issued by the Administration.

50. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that public opinion and local customs, which the Administration could only influence progressively through education, accounted for the inferior status of women. The strength of those factors had been demonstrated by the Territorial Council's unanimous rejection of woman suffrage in the recent elections. As those elections had been the first to be held in the Territory, the Administration had not wanted to force the issue. On the other hand, there was no law discriminating specifically against women, and it was the Administration's intention to bring the matter of woman's suffrage before the Territorial Council again when that body had been transformed into an elected assembly. It would carry out the directives of the General Assembly and the Advisory Council.

51. Mr. OBEREMKO (Union of Soviet Socialist Republics) stated that the reply of the special representative was unsatisfactory. He pointed out that the allegation by the special representative that there was no law discriminating specifically against women did not correspond to the facts. As an example he cited Decree 168 of 26 December 1953, which deprived women of the right to vote in municipal elections.

52. Replying to further queries from Mr. OBEREMKO (Union of Soviet Socialist Republics) regarding the labour laws, Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that the laws had been drawn up in accordance with ILO directives and submitted to the Territorial Council before they were promulgated. Moreover, technical advice on their adaptation to local customs had been sought from the Economic Council of Somaliland, the Advisory Committee for Social Insurance and the Advisory Commission for Economic Questions. The Somalis were represented on all those bodies.

53. With regard to medical care of school children, a point on which Mr. OBEREMKO (Union of Soviet Socialist Republics) sought clarification, Mr. MOCHI (Special representative for Somaliland under Italian administration) said that schools were regularly visited by examining physicians, and that one of the results of those visits had been the establishment of a special school for pupils suffering from trachoma. Specific information on the incidence of tuberculosis among

school children would be included in the next annual report.

54. The apparent inconsistency noted by the USSR representative in the statistics on the number of medical institutions in the Territory could be explained by the fact that the existing general hospitals, regional hospitals and secondary hospitals were adequate for the population's needs, and no new construction of hospitals was planned before 1960. The number of dispensaries without beds had been considerably increased, however.

55. In reply to an observation by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration) said it would be seen from the corrected figures on budget appropriations that the funds allocated for public health were almost equivalent to those covering the operations of the police force. The Administration would endeavour to reduce police expenditure to the advantage of the medical services as soon as practicable.

56. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that the expenditure for the police force, taken together with related expenditure on such items as troops, courts and prisons, was very much greater than the funds appropriated for medical services, and constituted about 40 per cent of the total budget.

57. The PRESIDENT invited the Council to consider educational advancement in the Territory.

58. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) stressed that the main drawbacks to educational advancement were the proportionately small sedentary population and the use of Italian and Arabic, rather than Somali, as languages of instruction. He reviewed the increases in school attendance and found that, while they were moderate, they indicated substantial progress when taken together with the increased figures for adult education. Similarly, the increase in the percentage of expenditure allocated to education as compared with the total expenditure which had meant an increase in the funds allocated to operate schools and pay teachers was encouraging. At the twelfth session UNESCO had submitted observations (T/1062) on the language question which were still valid. In order to further the use of the vernacular in instruction, the UNESCO expert sent to the Territory at the beginning of 1953 had recommended that

Somali be transcribed in the Latin and Arabic alphabets. Professor Barrera Vásquez, the UNESCO authority on languages who had been on mission in Somaliland since August 1953, was authorized to give the Administration all possible assistance with a view to the eventual use of Somali in education.

59. The stated Administration policy of training Somali teachers was encountering great difficulties. The normal school opened in 1953 had very few pupils, mainly because the number of qualifying graduates from the lower middle school, which supplied students for the normal school, was very small and because some of the small indigenous group trained each year were immediately lured away by attractive posts in the Administration or private concerns. Consequently, the normal school could not be depended upon exclusively to supply all the trained teachers in the Territory; hence the Administration would also have to continue to recruit Italian and Arab teachers and give advanced training to insufficiently trained Somalis at the same time as it encouraged Somalis to enter the normal school.

60. Although the number of persons taking adult education courses exceeded regular school enrolment, it was still proportionately small as compared with the total sedentary population. The results of the experiment in fundamental education in progress in the district of Dinsor, under UNESCO supervision, might prove applicable to that problem. The conclusions of the UNESCO seminar held in Sicily in the fall of 1953 on visual aids in fundamental education might also be helpful. The teachers trained in the normal school would be too few in the first few years to warrant assigning them to classes in fundamental education.

61. The complaint in the annual report regarding delay in delivery of mass-education material could be explained by the fact that, under the technical assistance budget, no deliveries were to be made until 1954. Exceptionally, however, at the request of the UNESCO expert in the Territory, some of the material had been delivered in 1953 and the remainder was on its way.

62. Finally, apart from rural education, the Administering Authority was taking the measures for educational advancement laid down in the five-year plan for education, which set a target of 22,000 children of school age by the end of the five years.

The meeting rose at 4.40 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Friday, 11 June 1954,
at 2 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

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Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (concluded)

1. Mr. ASHA (Syria), recalling the comments on education made at the 529th meeting by the Egyptian representative on the Advisory Council for Somaliland, asked the special representative whether the Administration intended to co-ordinate the educational policies so that there would be a unified Somali youth able to take the affairs of their country into their own hands.

2. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the concern of the Egyptian representative on the Advisory Council and of the Syrian representative had been shared by the Administration which, with the co-operation of UNESCO, had prepared a five-year plan for the main purpose of standardizing educational policies. The plan had been approved by the Trusteeship Council (A/2427,

p. 60). Professor Grandjean, the UNESCO expert who had visited the Territory early in 1953, had concluded in his report that the Administration's achievements since 1950 were a sure guarantee that the five-year plan would be fulfilled, and that the plan could raise the general level of education and improve economic and social conditions without imposing an unbearable burden of expenditure on the future Somali State.

3. There existed no less than 38 different kinds of schools in Somaliland. The Italian schools had been opened mainly, but not exclusively, for the members of the Italian community and adhered strictly to the programmes followed in Italy for the same types of school. The Somali schools had been adapted to the needs and to the development of the Territory; their programmes took into account the history and conditions of Somaliland. The Koranic schools and the Islamic Institute were essentially religious in purpose.

4. Mr. ASHA (Syria) recalled that one of the Vice-Presidents of the Territorial Council of Somaliland had stated at the 530th meeting of the Trusteeship Council that the people were not altogether satisfied with the education given in the Somali schools. He asked whether the special representative knew the reasons for that discontent and whether the Administration intended to take action to satisfy the people of the Territory.

5. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out, first, that the five-year plan had been initiated only very recently and might be improved in the light of experience. One of the main problems was that of Somali teachers. The level of culture of the indigenous teachers was inadequate; some of them were teaching although they were not yet qualified to practice the teaching profession. The Administration had therefore established a teacher-training school in 1953.

6. The Administration was doing everything possible to improve the situation, not only by providing more and better qualified teachers, but also by improving textbooks and by encouraging all activities which would contribute to the effective operation of the schools. In that connexion it should be noted that school councils consisting of representatives of the teachers, parents and local notables had been established wherever there was a school.

7. The Administration had received no complaints which gave it reason to believe that it had not followed the right path in its educational policy.

8. Mr. ASHA (Syria) felt that the Administration was open to no reproach of that kind. It had made very definite efforts, on which it should be congratulated, but much remained to be done.

9. The shortage of teachers was a particularly serious matter. The annual report¹ stated that the teaching staff in the primary and secondary schools consisted of 247 Italians and nine Arabs. Presumably they would be replaced by Somalis not later than 1960, which would require an output of over 40 new Somali teachers each

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

year. In 1953 there had been only 14 students at the teacher-training school. He asked what were the opinions of the special representative and of the UNESCO representative on that matter, one of great importance for the educational future of the Territory.

10. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he did not know whether a study of the statistics would provide a satisfactory explanation of the state of affairs mentioned by the Syrian representative. He had already had occasion to point out that the teaching profession did not appear to attract as many Somalis as the Administration desired. It had been noted, for example, that Somalis who had begun careers as teachers left the profession when they had received a degree of education which enabled them to enter the administrative service. The Administration was doing its utmost to encourage Somalis to enter the teacher-training school, and hoped that the result would be satisfactory.

11. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) said that the training of teachers was crucial for the Territory's educational advancement. Professor Grandjean, the UNESCO expert, had considered that the only sound way of obtaining Somali primary school teachers was through the training school; any unduly hasty training of indigenous teachers would only lead to completely inadequate results. Unfortunately, the training school had only a very few students at the moment: five first-year students and nine second-year, a total of 14. Seeing that one teacher was required for approximately every 30 pupils and that the Territory had about 270 primary school teachers at the moment—130 Italians, 131 Somalis and nine Arabs—the annual training of 15 to 20 teachers was altogether insufficient. Hence, the Administering Authority had to resort to other methods: it had to recruit from abroad, as it had done in the past; it had to continue to train the teachers trained in the Territory by extension courses.

12. Mr. ASHA (Syria) said that he was not opposed to the recruitment of teachers in specialized fields from abroad, but felt that the Territory must obtain locally the teaching staff necessary for the primary and even the secondary schools. It appeared from the special representative's explanations that the Administration should provide effective incentives to encourage qualified Somalis to take up the teaching profession. It might increase the salaries of teachers and promise them scholarships abroad.

13. He asked for information on the results achieved at the community development project at Dinsor under the direction of a UNESCO expert.

14. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the experiment which Professor Barrera Vasquez was carrying on in the Dinsor area had begun in mid-1953. The professor had asked the Administration to provide him with some instruments and implements which were needed for his work. That had been done. UNESCO had sent him, and was still sending him, some materials. The Administration had not pressed the expert, who was a highly competent man, to report on his findings forthwith; he was still extending his activities and UNESCO and the Administration had suggested that he should be given an associate. Mr. Barrera Vasquez' work was of very delicate nature, as he was dealing with nomads and semi-nomads, but he would certainly have gained sufficient experience to give the Adminis-

tration valuable information, which it would probably be able to use for mass education.

15. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) said that, after a general survey of the conditions in the Territory, Professor Barrera Vásquez had settled at Dinsor, 300 kilometres west of Mogadiscio, on 9 January 1954. The Dinsor area was inhabited by Moslems, who used very primitive methods in exploiting the extremely poor natural resources; that area was particularly suitable for an experiment in mass education.

16. The UNESCO expert was assisted by a small staff supplied by the Italian Government; they were expected to remain there after his departure, and to give the benefit of their experience to other centres which might be founded along the same lines. The expert had already taught the indigenous inhabitants of Dinsor some of the elementary things with which fundamental education was concerned, in the hope of improving their standard of living and getting them accustomed to living as a community. For example, he had taught them to use ploughs and draught animals. His teaching had been highly successful; despite parochial prejudices, the local people were beginning to use oxen for ploughing and the practice was spreading. The UNESCO expert had also tried to promote crafts by interesting the people in making agricultural tools; ploughs were currently ordered from Mogadiscio, but it was hoped that they might soon be made on the spot. The indigenous inhabitants of Dinsor had not known how to use the potter's wheel; the expert had shown them, and there were now several potters working with a wheel.

17. In addition to its purely material activities, the Dinsor centre was paying particular attention to adult education, and courses for the elimination of illiteracy were being given; a small library was being set up. Despite local prejudices regarding the education of women, the UNESCO expert was also trying to convince the women of the advantages of keeping their homes clean and was supplying them with the best information obtainable. Finally, a sports club had been formed, and it was hoped to interest young people by that means in the activities of the community development centre and thus to induce the local inhabitants to take an active part in the experiment.

18. Mr. ASHA (Syria) thanked the UNESCO representative for the very interesting information which he had given the Council. His delegation hoped that a full statement on what had been achieved at the Dinsor community development centre would be included in the Administering Authority's next annual report.

19. He asked whether the Administration had made any attempt to ascertain the percentage of illiteracy among the indigenous inhabitants and, if some such survey had been made, how many of the people in the towns and among the nomads could read or write.

20. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he did not think that any such survey had ever been made; he therefore had no information on the percentages about which the Syrian representative had inquired. The number of persons able to read and write was certainly higher in the towns; most of the nomads were illiterate.

21. The elections to be held in the near future would enable more direct contact to be made with the nomads; accurate and detailed information on their way of life would then be obtainable.

22. Mr. ASHA (Syria) recalled that a referendum had revealed the Somalis' preferences with regard to the use of Arabic, Somali and Italian; its results had been corroborated by the United Nations Visiting Mission to Trust Territories in East Africa, 1951 (T/947 and Corr.1, paras. 319-320); moreover, the Territorial Council had reached a unanimous decision on that question. He accordingly wished to know whether the Administration saw any particular obstacle to the adoption of Arabic as one of the official languages of Somaliland, in accordance with the people's wish.

23. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the purpose of the referendum had been to choose, not an official language for the Territory, but merely a language for use in the schools. The referendum had been held among the chiefs, the notables, representatives of religious communities and political parties and representatives of the teaching profession; a total of 934 persons had taken part in it; 768 had voted for Arabic as a language for use in the schools in addition to Italian, 156 had voted for Somali. The Territorial Council had also voted for Arabic as a language for use in the schools; the decision had been taken by a large majority, but not unanimously.

24. Arabic was used with Italian in all the political, economic and other activities comprising the official life of the Territory. Thus, all official acts were published in Italian and in Arabic; the records of the Territorial Council were kept in both languages. It might accordingly be said that in practice there were two official languages in Somaliland, Italian and Arabic. The population as a whole, however, had not yet been asked to make an official statement of its preference; obviously it was for the Somalis themselves to decide what their official language or languages would be when the country became an independent State.

25. Mr. ASHA (Syria) thanked the special representative for his statements. Since Arabic and Italian were both in practice official languages of the Territory, the Trusteeship Council might recommend that that practice should be legally recognized. In view of the wishes expressed before the Council by the Vice-President of the Territorial Council of Somaliland, his delegation would later submit to the Trusteeship Council a draft resolution on the official languages of Somaliland.

26. In reply to a question by Sir Alan BURNS (United Kingdom), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration had done a great deal for community teaching. It possessed two mobile cinema vans, which were touring the country showing films in Somali. One of the vans had been lent by the Advisory Council for Somaliland at Mogadiscio. The radio was also used in the municipal centres, where large numbers of nomads came to buy. The broadcasts were in Somali and in Italian and were transmitted from Mogadiscio. The Somali programmes were prepared entirely by Somalis. The programmes included music, readings from the Koran and lectures in Somali about subjects of interest to the indigenous people at large.

27. Sir Alan BURNS (United Kingdom) asked for a further account of the training courses given at the School of Political Administration. He wished particularly to know whether those who passed through the school would be graded in the public service afterwards according to their success in passing their examinations at the end of the course.

28. Mr. MOCHI (Special representative for Somaliland under Italian administration), referring to page 299 of the annual report, explained that the first graduates of that school had already been sent to Italy on scholarships, to study at the college for Somali students. The students would return to the Territory after a year and a half or two years of supplementary study, and it was the Administration's firm intention to place them immediately in responsible posts.

29. Mr. MAX (France) recalled that the most serious problem in connexion with education in Somali facing the Italian Administration would appear to be linguistic. He asked whether the Administering Authority intended to continue its experiments on that subject despite the resistance to the establishment of primary education in Somali and whether there was any question of changing the curriculum and providing courses in the written Somali language using the Latin characters advocated by Professor Grandjean. If that were not done, there might be some danger of the Somalis' achieving independence without being able to use their own language properly. He also asked for information on the contents of textbooks and whether it was true that it had proved impossible to open the schools for the nomads because the use of Somali was a prerequisite for such education.

30. Mr. MOCHI (Special representative for Somaliland under Italian administration) recalled that at both its eleventh and twelfth sessions the Trusteeship Council had invited the Administration, in two separate recommendations (A/2150, p. 138; A/2427, p. 61), to take steps to develop the Somali language. That laid certain obligations upon the Administering Authority. Experts had accordingly been requested to make studies on the Somali language, using the Latin characters familiar to them, since they were of Italian nationality. An elementary primer had been prepared. At one school in Mogadiscio, an Italian teacher who had studied Somali had taught the language on an experimental basis, using both Latin and Osmani characters. The experiment had been highly successful, but when it had come to passing from oral to written teaching, the pupils had abandoned the course and the school had had to be closed. Mass education would remain a very difficult problem unless the population co-operated with the Administration, but it was obvious that, logically, the nomads must be provided with education in the only language with which they were familiar.

31. Mr. RYCKMANS (Belgium) noted that the five-year plan for education, however inadequate it might seem, had been approved by UNESCO. With regard to languages, he recalled that when the Somalis had expressed the wish that both Arabic and Italian should be used in the schools, they had been convinced that that was the only means of achieving speedy results. It should not be forgotten that that wish had been expressed by 924 persons, most of whom knew Arabic or Italian, or both. If the mass of the people knowing neither Arabic nor Italian had been questioned, they would probably have replied that they wished to receive education in Somali, the only language in which they were able to assimilate it. It was quite incorrect that there was no written Somali language. The report itself contained hundreds of Somali words, names of tribes, geographical names, names of rivers, names of plants. Somali could, therefore, be written in Latin characters. The only difficulties were those of transliteration and were thus purely technical and could easily be overcome. In any case, what was required was not to teach Somali, but to teach persons who already knew the language perfectly to write it. The Somalis might change their

opinion if they could be convinced that if they began by learning the vernacular properly, they might later be able to learn Italian and Arabic more rapidly; that process had been successfully demonstrated by the experiment conducted in Mexico with the collaboration of UNESCO. He was convinced that education should be given in Somali and that the decision to work out an alphabet for that language was sound. It was quite incorrect that very difficult foreign languages must be learned before writing could be taught. Experience showed that it was necessary only to teach everyone who knew Somali how to form the characters, for each of them to learn to write, if he did so in his own language. On the other hand, if the masses had to start by learning a foreign language, they would find it an insuperable obstacle. In addition, enough teachers could never be recruited for the elementary schools if they were required to have a perfect knowledge of Arabic or Italian. There was nothing surprising about the failure of the experiment at Mogadiscio. The inhabitants of all the towns in the African territories were eager to learn a European language because they rightly believed that they could thereby improve their standard of living. But the problem was quite different for the mass of the people, who were destined to remain on the land. They were precisely the people for whom education in their mother tongue should be provided.

32. Mr. MOCHI (Special representative for Somaliland under Italian administration) cited in support of the Belgian representative's remarks a passage from a report by Professor Grandjean stating that a work written in the Somali vernacular spoken on the French Somali coast had been perfectly well understood by the Somalis of Mogadiscio. Thus differences in dialect were no hindrance to the unification of the language.

33. Mr. RYCKMANS (Belgium) asked what proportion of the Somalis knew Arabic or Italian. He also asked whether the libraries in the Territory, on the establishment of which the Administration was to be congratulated, were used by an appreciable number of indigenous inhabitants.

34. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he had no exact figures on the number of Somalis who knew Italian, but it could be said that the language was fairly widespread in all the centres of the Territory. Arabic was even more widespread except among the real nomads, to whom it was almost entirely unknown. At least two-thirds of the population knew only Somali and the differences between the dialects did not prevent the inhabitants from understanding one another even when they came from different areas. The purpose of the libraries was to improve the indigenous inhabitants' culture and, as the Vice-President of the Territorial Council had acknowledged, the Somalis were deriving great benefit from them, as most of the readers were indigenous inhabitants. Furthermore, the people were actively encouraged to take an interest in the libraries.

35. Mr. RYCKMANS (Belgium) observed that there was a reference on page 312 of the annual report to the Cultural and Social Institute and asked whether that admirable institution, the growth of which was most praiseworthy, was subsidized by the Administration.

36. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he had no exact information on that matter, but he knew that the Administration was providing indirect aid in the form of books. The schoolmasters were required to collaborate

with the Institute's activities at their centres, in particular by delivering lectures.

37. Mr. S. S. LIU (China) noted that on page 286 of the annual report it was stated that 63 Somalis were studying in Italy and 33 more had received scholarships for secondary education from the Egyptian Government in 1953. He asked for further details on what courses of study those students had followed and whether they intended to enter the Administration subsequently.

38. Mr. MOCHI (Special representative for Somali under Italian administration) observed first, that the number of students holding scholarships in Egypt had grown to 87 in the early months of 1954. Some of the Somali scholarship holders in Italy were from the School of Political Administration, others were school-teachers. All of them would be able to sit for the State competitive examinations for posts to be filled in the Administration on their return to Somaliland.

39. Mr. S. S. LIU (China), noting that the table of enrolment figures in the Secretariat's—working paper on conditions in the Territory (T/L.471) showed a decrease in enrolment in some schools, requested an explanation.

40. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administration deplored the decrease, but could hardly use any means other than persuasion to induce the people to attend school more diligently. Students who received a diploma would be more likely to succeed in life, and that would encourage school attendance.

41. Mr. LOOMES (Australia), referring to the upper middle school mentioned in the annual report, asked for further details about the courses given and also what was its relationship with the School of Political Administration so far as appointments to posts in the Administration were concerned.

42. Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the difference was due essentially to the pupils' age. The pupils at the School of Political Administration were not required to have any specific diploma, whereas those at the upper middle school must have attended both primary and secondary school. Nevertheless, when the pupils at the School of Political Administration who were at present in Italy finished their two years' course in that country, they would have a degree of culture comparable to that obtained at the upper middle school, which awarded the highest diploma in the Territory itself. That school had seven pupils currently enrolled who would finish their courses in 1957, and it was anticipated that in 1958 the second group of pupils would be far stronger in number.

43. Mr. LOOMES (Australia) asked whether the Institute of Economics and Law referred to on page 300 of the annual report would remain confined to those two subjects or whether it would subsequently develop into a full-scale university with courses in such subjects as medicine.

44. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Institute had been limited to economics and law simply for budgetary reasons. The cost of building the laboratories required for teaching many of the technical subjects would be too great for the future Somali State. It should be remembered that students would not enroll at the Institute before 1957 and, since the courses in law would last four years, the first pupils would not graduate until 1961, when Somaliland had already achieved independence.

45. Mr. EGUIZABAL (El Salvador) asked whether the Administration could not establish compulsory education in the more densely populated centres, at least for the elementary schools.

46. He also asked whether the Administration intended to promote and stimulate the use of the Somali language in education.

47. The travelling library service had not yet been set up; it would therefore be very useful to open small reading rooms in other places, where lectures and concerts might be held; that would be a means of inducing the people to make use of them and of encouraging a taste for reading and cultural activities among the indigenous inhabitants.

48. Replying to the first question, Mr. MOCHI (Special representative for Somaliland under Italian administration) stated that the Administration would do its utmost to establish compulsory education in all inhabited centres before 1960. It would, however, have to take account of the cost such a step would entail; the shortage of teachers was also a problem. The Administration's first duty was to improve the existing schools.

49. With regard to the use of the Somali language, the recommendations adopted by the Council at its two preceding sessions constituted an obligation on the Administering Authority which it was firmly resolved to meet.

50. The Administration had not felt able to establish a travelling library service because, to judge by the number of people who had taken part in the cultural activities already set up, only a very few indigenous inhabitants would have taken advantage of it. The distances between the inhabited centres were considerable and the roads were impassable at certain seasons. The Administering Authority had therefore thought it more sensible to concentrate on developing the interest of the people in the centres where immediate results could be obtained than to disperse its efforts throughout the Territory. Finally, recordings of Somali music were not yet available, but the radio stations broadcast many programmes of music.

51. Mr. EGUIZABAL (El Salvador) said that the references in the report to the establishment of an institution at university level were most satisfactory. He asked whether it would not be possible to establish, at least in the principal centres, a school of law, a school of medicine and a veterinary school which would be particularly useful to the people in view of the importance of stock-raising; those establishments would form the nucleus of the future university of Somaliland.

52. Mr. MOCHI (Special representative for Somaliland under Italian administration) said it would not be advisable to establish a veterinary school at university level before 1960 for technical reasons. The Administering Authority had already started veterinary study courses at the centre for such studies at Merca, where vaccines for livestock were prepared. Veterinary courses would be given in the secondary establishments as soon as there were enough Somalis with the educational requirements for carrying on their studies at that level. Finally, the Administering Authority had noted on page 300 of its annual report that it was contemplating opening a higher institute for economics and law at university level, to train specialists in those two fields, before 1960.

The meeting was suspended at 4.5 p.m. and resumed at 4.35 p.m.

53. Mr. SALAH (Egypt) observed that the Belgian representative had examined the question of the use of the Somali language in the schools from the technical point of view. The religious sentiment of the people and the political side of the question should also be taken into consideration. Like any independent State, Somaliland would have to have an official language; it was not a question of imposing one on it, but simply of taking account of the wishes expressed by the people at a referendum held in accordance with the conditions prevailing in the Territory. The chiefs, the elders and the representatives of the political parties had been asked to express their opinion, and the Vice-President of the Territorial Council had acted as their spokesman. Respect for the expressed wishes of the people was one of the fundamental principles of the United Nations. If decisions taken by the Council did not satisfy them, they should be able to change them in 1960, when they became independent.

54. Mr. DAYAL (India) observed that, according to the annual report, the number of teachers was inadequate; the Somalis were said to be disinclined to adopt the teaching profession and there had been a drop from 32 to 14 in the recruitment for the teacher-training school. Obviously, the shortage of teachers would retard educational advancement; the problem could not be solved by calling in foreign teachers; the Administering Authority should spare no effort to stimulate the recruitment of teachers and to make the profession more attractive. Whereas the number of candidates for the teacher-training school had fallen, the school for typists seemed to enjoy great popularity, since 267 candidates had been admitted. He asked whether typists were better paid than schoolteachers.

55. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied in the negative. The minimum starting salary for typists was about 100 somalos a month. The minimum salary for teachers was 162.50 somalos and the maximum 800 somalos. He pointed out that prospective teachers required many years' schooling, while a typist could earn a living after only one or two years' training. That fact perhaps accounted for the popularity of the school for typists.

56. Mr. DAYAL (India) noted that the annual report stated on the one hand that there was a shortage of agricultural labour and, on the other, that there was the possibility of urban unemployment. The apparent contradiction was explained by the fact that Somalis were disinclined to work on the land, and therefore tried to obtain employment in the towns. It would seem, therefore, at first sight, that technical and special schools, which offered their pupils a chance of obtaining that type of employment, should be very popular. However, there had been a substantial fall in attendance at such schools, including the vocational schools, the school for aeronautical specialists and the agricultural school. He wished to know why steps had not been taken to encourage the people to make greater use of the opportunities offered by those teaching establishments, and to stimulate recruitment. He also wished to know why only five of the 22 cadets attending the School of Political Administration had passed the final examination.

57. Mr. MOCHI (Special representative for Somaliland under Italian administration) said that the Administering Authority was making every effort to encourage the indigenous inhabitants to attend vocational schools; unless it made attendance at those schools compulsory, which was not within its power, there was no other way

of increasing the number of pupils. Furthermore, there were more adults than children attending school. Illiterate adults preferred to acquire a basic education before they attended vocational schools. The fact that more than 10,000 adults wished to acquire such an education was a good omen for the future of the Territory. He would give later the information requested regarding the number of students who passed the final examination at the School of Political Administration.

58. Replying to a question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration) said that he could not give the percentage of children of school age attending school as the total number of children of school age was not known. The figure could be worked out, as a census had been taken.

59. Mr. OBEREMKO (Union of Soviet Socialist Republics) wished to know how many elementary and middle schools the Administering Authority intended to build in 1954 for the use of the indigenous inhabitants.

60. Mr. MOCHI (Special representative for Somaliland under Italian administration) replied that the Administration's general programme was contained in the five-year plan approved by UNESCO. The report under discussion referred to 1953 only and therefore did not contain information regarding future activities. The Administration was steadily continuing its programme but it was impossible to give exact figures, which, in any case, would be only provisional.

61. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the number of elementary schools for adults had decreased as compared with the previous year, especially at Bender Cassim, Afgoi and Merca. He wished to know why such measures had been taken when the illiteracy rate was very high.

62. Mr. MOCHI (Special representative for Somaliland under Italian administration) pointed out that schools were at first frequently accommodated in temporary buildings and later transferred to one larger building specially built for the purpose. The statistics showed a decrease, but the new unit was larger and more efficient.

63. Replying to further questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the 63 scholarship holders referred to in the Secretariat's working paper were all holders of scholarships awarded by the Administration. One of them was studying at the School of Medicine in Rome; the others were taking specialized technical courses which were not, strictly speaking, of university level. As regards secondary education, the Administration did not think it necessary to grant scholarships for study abroad, since secondary schools were available in the Territory. Scholarships were awarded only for education that could not be given satisfactorily in the Territory.

64. Replying to a question by Mr. SCOTT (New Zealand), Mr. MOCHI (Special representative for Somaliland under Italian administration) explained that the Administration had thought it better not to inquire why pupils attending the experimental courses had ceased their studies when the teachers began using the Latin and Osmani alphabets. The Administration considered that it was desirable not to inquire too closely into the exact reasons for that situation in order to avoid hurting the feelings of the people.

65. Mr. ROBBINS (United States of America) thanked the special representative and the representative of UNESCO for the useful information they had provided on teacher training. The United States delegation would be particularly interested in the results of the fundamental education project at Dinsor, to which it attached great importance.

66. He suggested that the Administering Authority should draw the petitioners' attention to the exchange of views which had taken place between the representative of Belgium and the special representative on the question of the languages used in the Territory.

67. Mr. MOCHI (Special representative for Somaliland under Italian administration) thought that the Administration would have no objection to doing so.

GENERAL DEBATE

68. At the PRESIDENT's invitation, Mr. DORSINVILLE (Haiti) introduced his delegation's draft resolution on the question of the delimitation of the frontier between the Trust Territory of Somaliland and Ethiopia (T/474). The delegation of Haiti felt that the Council could not remain indifferent to that question, the gravity of which had been emphasized by the representative of Colombia on the Advisory Council for Somaliland and by the two Vice-Presidents of the Territorial Council.

69. Mr. PIGNON (France) said that the Council's debates on the situation in the Trust Territory of Somaliland at the present session had given the French delegation a very encouraging impression. The establishment of good relations between the Administering Authority and the Somali political parties justified optimism. Some lessening of tension had been apparent the previous year and that favourable impression had been confirmed by the statement to the Council by the two Vice-Presidents of the Territorial Council, who were, he noted, representatives of opposing political parties. The two men appeared to be fully aware of the grave responsibilities they would be called upon to assume when their country attained independence. The Trusteeship Council should show its determination to support and encourage them by, for example, backing their main claims, which seemed on the whole to be reasonable.

70. The French delegation felt that the Administering Authority had rightly drawn attention to the elections by universal and direct suffrage which had recently been held in Somaliland for the first time. The development of a political organization based on free elections was the essential task of the Administering Authority, which must lay the foundations of an independent and democratic State in such a way as to ensure that the country would not be torn, as soon as it attained independence, by conflicts between opposing interests. The Council must therefore be careful not to complicate Italy's task unnecessarily by insisting on theoretical perfection. For instance, elections were to be held during the next few months among the nomads, who formed the majority of the population. In that connexion, the Administering Authority was right in wanting to use the popular assemblies known as *shirs* as electoral units for the nomads. The real leaders, i.e., the men whose authority was recognized by the tribes, could not be selected by direct and secret ballot in the case of the nomads. Moreover, it was also essential to avoid conflict between the nomadic and the sedentary populations. It would be dangerous to seek to favour the sedentary population simply because it was more cultured and better able to understand the complex conditions of the modern

world. Italy should seek a balance between the interests involved, so that power could be placed in the hands of men of experience and authority. It would be unwise to complicate matters for the Administering Authority by passing a recommendation advocating votes for women when the Council knew that several years would be required to carry it into effect.

71. With regard to the appointment of indigenous Vice-Residents, men of good sense and strength of character who had acquired a practical knowledge of affairs by experience could often give better service than young graduates of foreign universities. The Italian administrators must make every effort to train indigenous civil servants as rapidly as possible, without attaching too much attention to their school or university backgrounds.

72. The French delegation also attached great importance to all problems related to the organization of the judiciary. While it would of course be dangerous to impose too heavy a budgetary burden on the future Somali State, excessive economy would be a mistake when it was a matter of equipping the State with a strong, respected and independent judicial system. During a period of trial and error, uncertainty and possibly dissension, nothing was more necessary to a State than an efficient and respected judiciary.

73. The basic objectives of the Administering Authority must be the organization of an electoral system thoroughly understood and accepted by all classes of the population, the formation of a corps of civil servants which was respected and aware of its authority, the organization of the judiciary and the formation and training of an honest, public-spirited and patriotic police force. Although particular importance should be attached to the training of indigenous experts, the future Somali State would be able to make use of the services of foreign experts for a few years without impairing its sovereignty.

74. His delegation would support any recommendation which stressed the need for finding a fair solution of the Somaliland-Ethiopia frontier problem as rapidly as possible, but still preferred the method of direct negotiations between Italy and Ethiopia. He would return to the subject when the Council discussed the Haitian draft resolution (T/L.474), concerning which he would formulate certain reservations at the proper time.

75. With regard to the economic situation, he had heard with real satisfaction the petitioners' reaffirmation in the Council of the Territorial Council's undertaking to encourage and respect foreign investments in Somaliland. He supported the Belgian representative's proposal (531st meeting) that the Council should take note of that statement in its recommendation. However, security was not sufficient in itself to attract capital to Somaliland; there must also be opportunities for profitable investment and hitherto the prospects had not been very favourable in that respect. The Administering Authority had not included a programme of major works in the balanced but deliberately modest development plan it had submitted, because it had not wished to burden the future Somali State with the implementation of an unduly ambitious plan, beyond its limited resources. The United Nations, however, having decided that Somaliland should attain independence within a specified period, must take into consideration the requests for assistance addressed to the Council by the petitioners. The importance of experts furnished under the technical assistance programme should not be underestimated but they were very much less neces-

sary than the provision of substantial financial assistance. The Territory's two rivers should be completely and rationally regulated from their upper basins to their mouths, because they were Somaliland's most tangible hope of development. He approved of the spirit in which the Salvadorian draft resolution (T/L.475) had been submitted, but felt that it was not far-reaching enough, since it was addressed only to the Administering Authority and not to the organs of the United Nations responsible for the provision of financial assistance for economic development.

76. In regard to social progress, it was gratifying to observe that the Administering Authority was introducing modern labour legislation; as to the implementation of generalized social security legislation, care should be taken not to raise hopes which might be disappointed because of the limited resources of the future Somali State.

77. The Council had found that the unemployment in the urban centres was not due to permanent economic factors, but was merely an understandable problem of adjustment: the institution of a large number of vocational training establishments would partially remedy the situation which it was hoped was temporary.

78. Public health problems had been carefully studied; the hospital equipment was well planned and undoubtedly of good quality. Nevertheless, a great deal remained to be done in the field of preventive medicine, and he was sure that the Council would recommend that priority should be given to the allocation of funds for the implementation of the health campaigns which had been planned by the specialized agencies and had already been too long delayed.

79. In the field of education, the training of Somali teachers was an urgent problem but nevertheless involved considerable difficulties. The Trusteeship Council might recommend that the Territorial Council should assist the Administering Authority to recruit future teachers by carrying on a suitable propaganda campaign in the towns.

80. Explaining his delegation's views concerning the choice of a language of instruction in Somaliland, he said that the problem of devising a practical system of writing for the Somali language had been solved. The problem now appeared to be purely political rather than technical; in other words, there was a large measure of reluctance to take the practical side of the question into account. Both through the Territorial Council and by a referendum, the people had expressed their preference for Arabic as the language of instruction. He was not certain that the referendum was conclusive since only the élite of the sedentary population had taken part in it. Nevertheless, although legitimate doubts might be felt, it seemed difficult for the Council to recommend that the will of the people should be disregarded. On the other hand, the schools for nomads, which were necessary to enable the people of the interior to make up for centuries of backwardness, could not operate, because instruction would have to be given in the Somali language. On balance, it seemed that it would be preferable to adopt a compromise based essentially on the fact that Somaliland would be independent in 1960 and would freely decide both its official language and its language of instruction. It followed that, while Arabic might continue to be taught, pending a further decision by an elected assembly, in the public schools for the sedentary population, the Administering Authority could endeavour to develop and encourage the use of a practical system of writing the Somali language. Somali

would be used in the nomad' schools and for fundamental education and, if possible, in the schools reserved for the sedentary population during the first two years of instruction, as advocated by UNESCO. Such a compromise took into account the interests of the nomads who were, it must not be forgotten, the majority of the population. In any case, the introduction of Arabic should not imply the exclusion of Somali, which would have the effect of preventing a people from using its mother tongue.

81. He emphasized that substantial progress had been made in Somaliland during the past year. The Council had noted that the petitioners it had heard had shown a laudable sense of responsibility and civic spirit. Finally, the Council had every reason to be grateful for the valuable collaboration of the Administrator of the Territory and of the special representative, whose competence, ability and good humour had been unflinching.

82. Sir Alan BURNS (United Kingdom) paid a tribute to the special representative whose extremely interesting replies had greatly increased the Council's understanding of the situation in the Trust Territory and of its problems. He had also been glad to have had the opportunity of hearing the two Vice-Residents of the Somaliland Territorial Council express their views on the subject.

83. The tangible results already achieved showed that the Italian Government was very satisfactorily discharging the heavy responsibilities it had undertaken in Somaliland. The municipal elections had been conducted

in an atmosphere of complete freedom, and he hoped that the forthcoming elections to the Territorial Council would be attended with similar success.

84. His delegation noted with satisfaction that an increasing number of posts in the Administration were being filled by Somalis, and that the number of Italian officials had been reduced.

85. He reserved his right to discuss the Haitian draft resolution in detail at a later stage.

86. In the economic sphere, his delegation welcomed the Territorial Council's decision on foreign investments: it was early yet to assess the results which the guarantees offered might have on the flow of private capital into Somaliland, but his delegation most earnestly hoped that that wise initiative on the part of the representatives of the Somali people would be rewarded.

87. His delegation noted with satisfaction the plans of the Administering Authority to develop the cattle industry, which, in time, should become one of the principal resources of the Territory, to increase the production of cereals, sugar and textiles, and to carry out irrigation schemes. The results of the well-drilling programme were also very encouraging.

88. He thanked the special representative for the very interesting information he had given the Council, and paid a tribute to the work of the Colombian representative on the Advisory Council who had for long periods, single-handed, borne the heat and burden of the day.

The meeting rose at 5.50 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration:
(a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Salah (Egypt) and Mr. López (Philippines), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

GENERAL DEBATE (*continued*)

1. Mr. EGUIZABAL (El Salvador) introduced a draft resolution (T/L.475) inviting the Administering Authority to call upon the International Bank for Reconstruction and Development for assistance in financing the economic development plan for Somaliland. The proposal also stressed the need to stimulate foreign capital investment in the Territory. It was subject to amendment.

2. Mr. RYCKMANS (Belgium), commenting on the Salvadorian draft resolution, pointed out that the statutes and policy of the International Bank precluded the possibility of financial aid to Somaliland through that agency. First, Italy could not be asked to guarantee repayment of the principal, interest and other charges on a long-term loan to Somaliland that would be due at a time when it no longer bore responsibility for the administration of the Territory. Secondly, it would be difficult to associate private capital in undertakings for

which the Bank might grant loans, as was suggested in the draft resolution, because the moment reasonable conditions could be offered to foreign investors the Bank could no longer intervene. Finally, the Bank could have no guarantee that the newly independent Somaliland could repay a loan and fulfil the related obligations.

3. Accordingly, while Belgium was prepared to vote in favour of the principle in the Salvadorian draft resolution, it would prefer to have it stated in more general terms, underlining United Nations responsibility for the economic development of the Territory and recommending alternative means for financing that development.

4. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) did not see what alternative means could be found. On the other hand, it would be patently unreasonable to expect Italy to guarantee a loan the limits of which would extend beyond Italian trusteeship. In view of the clear responsibility for the future of Somaliland assumed by the United Nations, it might be possible to work out with the Bank a more flexible formula for providing financial assistance. The Salvadorian draft resolution might be amended so as to invite the International Bank to send an expert or group of experts to Somaliland, perhaps to accompany the United Nations Visiting Mission to Trust Territories in East Africa, 1954, to investigate the technical aspects of the financing problem on the spot.

5. Mr. DE HOLTE CASTELLO (Colombia) suggested that the representative of Syria, an expert on financial matters, together with the representatives of Belgium and El Salvador, should redraft the proposal.

6. Mr. ASHA (Syria), noting the importance of the technical factors involved, suggested that the Council should resume consideration of the draft resolution when it had completed the general debate on the annual report¹.

It was so agreed.

7. Mr. DAYAL (India) said that the specific obligations assumed by the United Nations and by the Administering Authority made Somaliland a test case of the operation of the Trusteeship System. The extent to which those obligations were fulfilled would be regarded by the peoples of all Trust Territories and of the world as a measure of the Organization's good faith in implementing the basic principle of self-determination.

8. In order to accelerate the political advancement of the Territory, the principle of direct election should be extended among both the urban and the tribal or nomadic populations. In view of the political maturity demonstrated in the recent municipal elections, every effort should be made to elect a truly representative new Territorial Council by ensuring participation in the vote by women and by the nomadic tribes. Religion need not bar women from voting, as the nation-wide elections in India had shown. As a further means of preparing the Somali people for self-government, the

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

Residency councils should be reconstituted on a more democratic basis, with wider powers, and the newly elected municipal councils should be given greater executive authority. The Advisory Council for Somaliland and the 1954 Visiting Mission should look into the matter. The Administrative Council, which was ultimately to become the cabinet of an independent Somaliland, should be enlarged by the addition of Somali advisers. Similarly, Somali deputies should be appointed to some of the Italian heads of departments. The Advisory Council and the Visiting Mission might study that suggestion in consultation with the Administrator and the Territorial Council.

9. Finally, in the interest of the Administration as well as of the Somalis, the Territorial Council should be called upon to advise the Administrator with regard to the economic development, land settlement, agriculture, nomadic population and educational programmes.

10. As total administrative responsibility was to be transferred to the Somalis in 1960, the requirement of an academic education for responsible administrative posts should be waived and suitable persons should be placed in positions of limited responsibility.

11. India was not satisfied that the unresolved boundary situation between Somaliland and Ethiopian justified the maintenance of the disproportionately large police and military security forces in the Territory, and the resulting drain on its financial resources. The Advisory Council and the Visiting Mission should study that aspect of the problem. India supported the Haitian proposal (T/L.474) that the good offices of the Secretary-General and the Advisory Council should be enlisted to speed the negotiations between the parties with a view to agreeing on a demarcation of boundaries before 1960.

12. The chronic budgetary deficit was an alarming indication of the urgent need to improve the Territory's economic and financial position. It was not clear from the Administration's five-year economic development plans² how the various projects were to be carried out, and the advice of the Technical Assistance Administration might well be sought on that problem. Progressive somalization of the administration should considerably reduce the drain on the exchequer due to the remuneration of Italian administrative personnel. Finally, the economic situation as a whole could be most effectively improved by increasing production, developing Somali industries and expanding Somali trade. Eventually, the full exploitation of the Territory's economic resources, combined with a judicious placing of its exports, should make Somaliland self-supporting in food and clothing and leave enough in its treasury to finance essential nation-building activities.

13. The community development project at Dinsor should be followed by others throughout the country, and more vigorous action should be taken to utilize the extensive animal resources. A tanning and leather industry and a wool industry should be developed, and the possibilities of a meat-packing industry should be explored. The prices of basic foods such as sugar, now inflated by a heavy import duty, should be brought into line with the prices on the world market. Pending the creation of a local textile industry, impetus should be given to a hand-loom-weaving industry. It was essential, in fact, to reduce the Territory's dependence on imports from Italy and to broaden the markets for its

² See *Plans de développement économique de la Somalie, années 1954-1960*, Italian Trusteeship Administration, Rome, Instituto Poligrafico dello Stato, 1954.

exports if it was to overcome the adverse trade balance with which it was now saddled.

14. Obviously, Somaliland could not finance its economic development solely from its own resources; it urgently needed the foreign capital investment for which the representatives of the Territorial Council had pledged adequate guarantees. It should also apply for a loan from the International Bank as proposed in the Salvadorian resolution (T/L.475), which India would support.

15. The problem of improving the health of the Somali population was closely related to that of increasing productivity. An energetic approach should therefore be made to the World Health Organization and to the United Nations Educational, Scientific and Cultural Organization to obtain their co-operation in raising public health standards and combating disease.

16. Educational progress should be stimulated by expanding teacher training, co-ordinating school curricula and the media of instruction and strengthening the mass education campaign. An advanced institute of animal husbandry should be set up, as well as a centre of higher education at the university level. The question of a national language should be settled by the democratically elected representatives of the people; all indications were that Arabic was the language most favoured.

17. While India was prepared to concede that some progress had been made in 1953 in preparing the Somali people to take over the government and administration of the Territory by 1960, it was disappointed that more vigorous and audacious action had not been initiated by the Administration in other fields. Social and educational advancement had been slowed by lack of determination and imagination. It was to be hoped that those defects would be corrected during 1954 and that the solemn commitment of the United Nations to the people of Somaliland would be implemented more constructively.

18. Mr. ASHA (Syria) associated his delegation with the Indian representative's statement. He also thanked the Administrator for his statement (528th meeting), although he could not agree that the obligations freely undertaken by the Italian Government should be considered a burden.

19. Nor could he agree that the recommendations in General Assembly resolution 755 (VIII) concerning the Trust Territory's attainment of independence by 1960 were superfluous. It was clear from the joint statement of the two Vice-Presidents of the Territorial Council (530th meeting) that the Somali people were well on their way to acquiring political maturity and the capacity to bear the heavy responsibilities which lay ahead of them. Although considerable progress had been made in the Trust Territory, the rate of development appeared to be too slow to guarantee the conditions necessary for a total transfer of authority in 1960. The Council's recommendations should be framed with an eye to the short time remaining.

20. It was unfortunate that during the four years of its administration the Italian Government had not been able to give the Somali people more experience in government and administration. Progress towards the establishment of an indigenous legislative body had been negligible. The question required careful study in order to ensure a right balance between traditional tribal elements, which would necessarily be conservative, and progressive urban elements, which, because of their greater experience and receptivity to change, ought to

bear a larger share of the responsibility. That balance should be established during the period of trusteeship, and the Council ought to recommend the Administering Authority to give due consideration to the composition of the Territorial Council as the future legislative organ. The Administering Authority should in addition, as the Vice-President of the Territorial Council had suggested, progressively transfer legislative authority and responsibility to that Council.

21. The Vice-President had also expressed the opinion that direct elections could be held among the Territory's nomadic inhabitants; his delegation would strongly urge the Administering Authority to make direct elections the only electoral procedure for the whole Territory. It doubted the suitability of the *shir* as an electoral body; its inevitable conservatism might well lead it to resist change.

22. In order to overcome the Administering Authority's evident reluctance to provide information on these matters, he would suggest that the Visiting Mission should be directed to inquire into the composition and powers of the Territorial Council.

23. Somalization of the Trust Territory's administration should be speeded up and extended. There was no need to wait until Somalis had obtained academic qualifications; experience was the best teacher, and there were undoubtedly many Somalis who, given guidance and experience, would develop into good administrators in time to take over the government in 1960. Nor was it necessary to await the establishment of a legislative assembly before including Somalis in the Administrative Council; executive councils were very often composed of appointed members, and the fact that they had not been elected did not necessarily detract from their competence as administrators. The Council should therefore recommend the Administering Authority to take steps to establish an executive council composed partly of Somali members before the end of the year.

24. The Trusteeship Council should also recommend that the municipal councils should be given administrative and financial autonomy by the end of 1954, for it was essential that the future Somali State should be able to rely on strong and responsible local government organs. The Council should also urge the Administering Authority to reconsider the possibility of extending the franchise to women.

25. The Administering Authority's estimates of probable staff and staff costs in 1960 appeared somewhat unrealistic. Such costs were likely to be a heavy burden on the new State. The Council ought therefore to instruct the Visiting Mission to give careful attention to that matter, too.

26. The question of the boundary between Somaliland and Ethiopia should be settled forthwith. The very first article of the Trusteeship Agreement had dealt with it, but nothing had been done in the intervening four years. The representative of Haiti had made a proposal in that connexion with which his delegation had considerable sympathy; if a resolution were to be adopted, however, the statement made by the Vice-President of the Territorial Council should also be taken into consideration.

27. It was satisfactory to note the Administering Authority's assurance that it intended to execute the programme for the economic development of the Territory within the limits of its human and financial resources. That was another matter to which the Visiting Mission might be directed to give its attention. With

regard to the financing of the plan, the Council should reiterate its earlier recommendation to the Administering Authority to seek the assistance of the International Bank and other specialized agencies (A/1856, p. 90).

28. The measures taken to increase the Territory's water supplies were very commendable, but the Somali herdsmen should be strongly discouraged from allowing the number of their livestock to increase beyond the new capacity of the pasture and water resources. The Administration ought also to give its attention to the Territory's communications: roads should be improved and extended and ports modernized. Restrictions on international trade should be lifted. The procedure for granting oil concessions should be reviewed, in the interests of the future State.

29. Improvement of pastures and water supplies was not enough to solve the problems of the nomadic population. It was essential that facilities should be provided for the nomads to market their livestock, and a meat-processing industry should be established in order to encourage them to sell their cattle regularly.

30. Development in all fields could be greatly encouraged by the extension of the broadcasting system.

31. The Council should recommend the Administering Authority to increase its efforts to improve nutritional standards and eradicate disease. With the assurance that technical assistance funds would be made available, the Administration ought to be able to tackle those problems without financial embarrassment.

32. The Council might note the grave shortage of teachers and student teachers and urge the Administering Authority, in collaboration with UNESCO, to increase the number of student teachers by the next school year. There was a difference in quality between Italian and Somali schools and the Administering Authority should take immediate steps to improve the latter type. Finally, he would support the Indian representative's suggestion that Arabic should be the teaching language in the secondary schools.

The meeting was suspended at 4.20 p.m. and resumed at 4.50 p.m.

33. Mr. EGUIZABAL (El Salvador) felt that the measures adopted by the Administering Authority to enable Somaliland to attain its independence in 1960 were generally satisfactory, though much obviously remained to be done.

34. The Territory's political development was promising, as was shown by the statements to the Trusteeship Council of the Vice-Presidents of the Territorial Council of Somaliland, the success of the recent municipal elections and the slow but sure increase of the proportion of Somalis in the service of the Administration.

35. It was to be hoped that the reorganization of the judiciary and the establishment of the Supreme Court of Justice would soon be completed.

36. The Somali-Ethiopian boundary question was urgent and he whole-heartedly supported the Haitian draft resolution (T/L.474).

37. Somaliland's vital economic problems must be at least partly solved before the independent State was established. The Administering Authority's development plans were sound, but, as the Territory's resources were meagre, it was for the Council to solve the economic problems. The budget must be balanced, public funds increased and communications improved.

38. Social legislation marked an appreciable step forward, but much remained to be done, for instance, with regard to preventive medicine and hygiene. The status of women left much to be desired. Steps should be taken to prepare women, by education, to enjoy political rights, and to improve their status. The Administering Authority's educational efforts should not be underestimated, but he agreed with what the UNESCO representative had said at the 532nd meeting.

39. Mr. Eguizábal congratulated the Administering Authority on the form of the annual report; it complied fully with the requirements of the revised Questionnaire (T/1010). The form of that report was the best proof that the preparation of annual reports in the form of specific answers to each question of the Questionnaire, a principle for which his delegation had fought for years, presented no difficulty. He considered that annual reports should be prepared by each Administering Authority in the same form. The preparation of the Somaliland report in that form was a happy omen for the work of the Sub-Committee on the Questionnaire, which was preparing a basis for separate questionnaires for each Trust Territory, as provided for in Article 88 of the Charter.

40. Mr. DORSINVILLE (Haiti) said that he had noted with satisfaction the Italian Prime Minister's declaration with regard to the Territory's attainment of independence in 1960, to which the representative of Italy had drawn the Councils attention in his statement at the 528th meeting. The declaration emphasized the procrastination of Administering Authorities of other Trust Territories. Every Trust Territory showed, to a greater or lesser extent, a people abandoned to its age-old customs by an Administering Authority concerned more with profit than with the population's interests. It was for Italy to demonstrate that it had done its duty under the Trusteeship Agreement and it was for the other Administering Authorities to indicate when their Trust Territories would be ready for independence.

41. The Somali-Ethiopian boundary question called for urgent solution, and his delegation wished to reiterate its request for support for its draft resolution.

42. The results of the first democratic elections held in the Territory had surpassed the Administering Authority's expectations. It was to be hoped that every effort would now be made, by holding elections as planned, to make the Territorial Council the Territory's legislature, and that to that end the problem of identification of the electorate would be solved. The Vice-Presidents of the Territorial Council had given the Trusteeship Council a rare spectacle: the heads of rival political parties had sunk their differences in order to state the Territory's needs and ask the United Nations for economic aid. Seeing those indigenous representatives had encouraged him to believe that there were others equally qualified in the Territory, on whose assistance the Administration should draw.

43. Primary responsibility for Somaliland's economic problems rested with the Administering Authority, but, with 1960 in mind, that Authority's attitude was understandably cautious. The Egyptian member of the Advisory Council for Somaliland had emphasized at the 529th meeting the need for long-term planning and for financial as well as technical assistance.

44. The Council should take due note of the Territorial Council's undertaking, in its motion of 4 January 1954 (T/1116, annex), to safeguard foreign investment, but before 1960 the Administering Authority

should be careful not to involve the Territory in undertakings which would cripple economic development. He approved in principle the Salvadorian draft resolution (T/L.475). Long-term planning, however, was not the only necessity. Attention should also be given to the Territory's immediate needs, for example, of food, hygiene and social welfare, for they could not be met from the slender resources with which WHO and FAO had to operate in Somaliland.

45. The question of the official language must be settled by the future State itself. Education even in one language required a considerable outlay, and education in three languages was even more expensive; but it was the Administering Authority's duty to promote the development of Somali as well as of Italian and Arabic. In view of the religious and political problems involved, it would appear desirable to adopt the Arabic alphabet for Somali.

46. In order to bring about the revolution in the Somali viewpoint which the Administering Authority regarded as necessary, the aid of the most able indigenous inhabitants should be enlisted to convince the people of the need for a national effort. By the success of that endeavour Italy's achievement in Somaliland would be judged.

47. Mr. SEARS (United States of America) stressed the importance of the task of creating new nations and, in particular, the Council's responsibilities towards Somaliland in view of its promised independence in 1960. Because of the imminence of that year, the Council must think realistically. Although the date for independence was set, one must consider the rate of progress best suited to the Somalis. They must not be asked to change their way of life at a rate which would retard their progress towards real freedom. The United States would like independence with the least possible delay for all peoples who could safely sustain it. The world was full of powerful forces which were ready to destroy the freedom of new nations at the first sign of instability. To protect Somaliland from those forces, administrative and economic assistance to the new State would be needed for some time after 1960. The long-range views about the Territory's future needs expressed by the Vice-Presidents of the Territorial Council had been advanced in a responsible and constructive spirit and merited the Council's full attention. Meanwhile, the Administering Authority, with the co-operation of Somali leaders, was ensuring the Territory's advancement as fast as circumstances allowed, and was to be commended on its efforts.

48. To prevent violence on the boundary, it was to be hoped that the Ethiopian Government would appoint, as soon as possible, the Ethiopian members of the joint commission to study the boundary dispute.

49. Mr. LOOMES (Australia) thought solid foundations were being laid rapidly enough to ensure that Somaliland achieved independence within the prescribed period, but gradually enough to ensure that the new techniques were thoroughly absorbed by the people. Italy had undertaken an immense task, and was making very substantial contributions, both financial and otherwise, to the Territory.

50. Experience gained in municipal elections would prove very useful in the forthcoming elections to the Territorial Council. The elections to the Territorial Council would contribute considerably to the integration of the population and particularly of the nomadic tribes, who would more fully realize their rightful part in the political, social and cultural life of the Territory.

He had appreciated the information given to the Council by the two Vice-Presidents of the Territorial Council and had been greatly impressed by their demeanour and by the balance and cogency of their arguments.

51. It was gratifying to note that the Administration was taking energetic steps to ensure that all sections of the population made an equitable financial contribution to the Territory's expenses. The economic development plans prepared by the Administration gave a realistic outline of the problems and future programmes.

52. The problem of water supplies was an important factor in the development of agriculture in the Territory and the situation had considerably improved as a result of the Administration's well-digging programme, undertaken with the assistance of the United States Foreign Operations Administration. The importance of developing all possible sources of water could not be over-emphasized. His delegation had the fullest confidence in the Administration in that respect.

53. The possibility of further development of co-operatives should be fully explored and encouragement should be given in all cases where there appeared to be a real desire on the part of the inhabitants to form co-operative enterprises. The establishment at Mogadiscio of a co-operative for the production and marketing of handicrafts, with its own school to teach cottage industries, was an interesting development. He was sure that the Administering Authority would encourage the establishment of similar institutions in other parts of the country, so that small industries could make a greater contribution to the national economy. The Council should note with satisfaction the formation of the Somali Credit Institute, which would greatly contribute to the Territory's economic development.

54. The rate of social progress was satisfactory. He hoped that the technical assistance sought by the Administering Authority in combating malaria and tuberculosis and on nutritional questions would be forthcoming as soon as possible. The Administering Authority was to be complimented on its policy of storing grain and foodstuffs in order to ensure adequate supplies at fair prices in lean years.

55. Steady progress had been made in the consolidation of primary education and the development of secondary and higher education. The establishment of the upper middle school and the teacher-training school were particularly praiseworthy. The Council should note the proposal to establish an educational institution of university standard in economics and law. It was to be hoped that the proposed institution would eventually develop into a university on a par with those in Italy and the rest of the world.

56. A decision as to the official language for Somaliland must ultimately rest with the Somali people themselves.

57. Mr. S. S. LIU (China) said that it was highly satisfactory to note that the Administration and the political parties were now working together in a spirit of harmony and co-operation.

58. The most gratifying political development in the year under review was the municipal elections. The Administering Authority should be congratulated on the perfect functioning of the electoral machinery, which augured well for the forthcoming elections to the Territorial Council.

59. The appointment of the first Somali Vice-Residents was a significant step in the right direction. He hoped that by the time the next annual report was

submitted more Somalis would have been appointed to similar and even more important posts.

60. He was happy to note the gradual completion of the separation of powers between the administrative and judicial branches and to learn of the Administration's decision — endorsed by the Territorial Council — to suspend the imposition of collective fines for two years. It was to be hoped that collective fines would eventually be abolished altogether and replaced by some other more appropriate penalty.

61. All the available information indicated the need for an early settlement of the frontier problem, and the two Governments concerned should make every effort to reach an agreement. He would support the Haitian draft resolution (T/L.474), in principle.

62. The need for external assistance was the crux of Somaliland's economic problem; he was therefore happy to support the draft resolution submitted by El Salvador (T/L.475). The proposed land legislation, which the Council had noted with satisfaction at its twelfth session (A/2427, p. 53), should be enacted as soon as possible.

63. With regard to social matters, the Council should congratulate the Administering Authority on the promulgation of the ordinances on the employment of women and children. The extension of the suffrage to women would obviously take time in the under-developed countries, but that did not excuse the competent authorities from taking the necessary steps to that end. He fully supported the Syrian representative's remarks in that connexion. The Administration should be given the fullest assistance by the specialized agencies in the campaigns against malaria and tuberculosis. Technical assistance alone was not enough. Adequate supplies and funds must be made available. He had been pleased to learn that the Technical Assistance Administration had made a sum of \$75,000 available for 1955. The Administering Authority deserved credit for providing separate quarters for juvenile delinquents and women prisoners.

64. Progress had been made in education, but intensified effort was still required in dealing with the linguistic problem, the teacher-training programme and fundamental education. If the people of the Territory were to be properly educated, they must be taught, initially at least, in their mother tongue. The reduction of the Somali language to writing was therefore an urgent necessity. He had noted the complexities arising out of the co-existence of two other languages, namely, Italian and Arabic, but he felt sure that the Administering Authority, in co-operation with UNESCO, would be able to find a solution acceptable to the people themselves. The insufficiency of teachers was a major problem. The Council might wish to recommend the opening of additional teacher-training schools and the provision of added incentives to induce many more of the élite to become teachers.

65. Mr. SCOTT (New Zealand) was happy to note the developing co-operation between the Administration and the political parties. It had been heartening to listen to the constructive statements of the two Vice-Presidents of the Territorial Council. In the absence of political tension of the kind that had previously existed, and with the goodwill and interested participation of the Somali people, the problem of preparing Somaliland for independence by 1960 should not prove insuperable, although the economic situation would continue to be a retarding factor. While the Administering Authority should be urged to promote the establishment of fully

democratic institutions, its actions must be tempered by a sound sense of reality. In 1960, the Somali people should take over a governmental machine which they were capable of operating.

66. One of the most serious unsolved problems was the boundary between Somaliland and Ethiopia. Unless an early agreement was reached by direct negotiations between the two Governments concerned, the General Assembly would undoubtedly wish to take a direct interest in the matter. He was sympathetic towards the Haitian draft resolution.

67. His delegation would support a proposal to give publicity to the Territorial Council's motion of 4 January 1954 concerning guarantees to private and international investments in Somaliland. It would be appropriate for the Trusteeship Council formally to bring to the General Assembly's attention the desirability of additional financial assistance.

68. The introduction of Somalis into the services of the Administration was progressing satisfactorily. The rate of somalization could be expected to increase progressively as 1960 approached.

69. The Administering Authority had been wise to introduce electoral procedures at a local level before doing so at the national level. If the municipal councils continued to function successfully, the Administering Authority should not delay the introduction of similar methods for the election of the Territorial Council. It was to be hoped that the Territorial Council could soon be given increased responsibilities with regard to the approval of the budget. The Administering Authority should be urged to use education and persuasion to induce the Somali people to accept the widest possible political rights for women.

70. It was satisfactory to note that work had already been begun on some of the projects in the Administering

Authority's economic development plan. The Territory's economy should undergo a dramatic change if the irrigation projects provided employment for more than a quarter of a million agricultural workers. His delegation whole-heartedly endorsed the well-digging programme and felt that the Administering Authority should follow it up by considering other measures—community development schemes, agricultural advice and assistance and financial help, for example—conducive to the settlement of the nomadic tribes, who would benefit from the increased water resources.

71. Satisfactory progress had been made in public health but many urgent problems remained unsolved. While the Administering Authority must continue to provide the bulk of the financial and technical assistance, the United Nations Children's Fund and the World Health Organization might be approached for help, particularly in the solution of problems connected with nutritional deficiencies and maternal and child welfare projects.

72. Educational progress had been achieved during the past year in accordance with the five-year plan approved by UNESCO and endorsed by the Trusteeship Council (A/2427, p. 60).

73. Greater progress would be made in education by using the vernacular as the medium of instruction at an elementary stage. Somaliland had only one vernacular and the technical difficulty of developing the written script should not be allowed to hinder the more extensive use of Somali in mass education.

74. The Government of Italy continued to bear almost 50 per cent of the expenses of the Administration. There was ground for hope, however, that that alarmingly high percentage could be reduced before 1960, when the results of the economic plan became apparent.

The meeting rose at 5.55 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Tuesday, 15 June 1954,
at 2 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador)

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration:
(a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122);
(b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (*continued*)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

GENERAL DEBATE (*continued*)

1. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that an examination of conditions in Somaliland was particularly necessary because the Territory was to become independent in 1960. Despite everything that the special representative had said, conditions were far from satisfactory. The reports, petitions and other documents submitted to the Council showed that the Administering Authority had done nothing to promote the political, economic, social and cultural advancement of Somaliland.

2. The political situation had not developed since the establishment of the trusteeship régime in the Territory. The Administering Authority was still applying the former colonial laws — for example, the law on collective sanctions — and was doing absolutely nothing to enact democratic legislation, as required under the Trusteeship Agreement. But that was what the indigenous inhabitants wanted; in the many petitions they were sending to the United Nations they were calling for the abolition of the colonial and fascist laws and the introduction of democratic legislation.

3. The administration of the Trust Territory was carried on by former Italian colonial officials; indeed the very structure of the administrative bodies was similar to that established under the colonial régime. The indigenous people were kept out of the administration of their own country, although Somaliland was to become an independent State in five or six years. In support of his contention Mr. Tsarapkin cited passages from the Administering Authority's annual report¹ showing that there was no genuine legislative body in the Territory, that the Administrator exercised both legislative and the executive power while at the same time he was commander-in-chief of the armed forces of the Territory, that he appointed the judges, and that the Residency councils, made up of local notables, were purely advisory bodies. Even worse, the members of those councils were not elected but were simply appointed by the Administration.

4. The Administering Authority still leant on the tribal system, a reactionary system which hampered the political advancement of the indigenous people. The tribal chiefs simply carried out the Italian Administration's instructions. The so-called Territorial Council had no real power and did not even represent the people; the majority of its members were tribal chiefs who were, in actual fact, only paid officials.

5. The 1954 municipal elections, about which so many words of praise had been spoken, did not show in any way that the local administration had been reorganized on democratic lines. Under the Decree of 26 December 1953 the right to vote had been granted to only 60,000 male representatives of the settled population, whereas the total population of Somaliland numbered 1,200,000. Neither the women nor the nomads, though together they made up nearly three-quarters of the country's population, had been given the right to take part in the elections.

6. It should be remembered, too, that the elections had taken place under abnormal conditions and that the local administration and the police had taken arbitrary action in order to put pressure on the electors, falsify the electoral rolls, etc., as could be seen from many petitions submitted to the Trusteeship Council.

7. Accordingly, the Administering Authority must be asked to take whatever legislative and other steps were

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

necessary to ensure the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Territory. In order to ensure the political advancement of Somaliland, the Trusteeship Council should draw the Administering Authority's attention to the need for action to replace the tribal system by a more democratic system of local administration.

8. Turning to the economic situation in the Trust Territory, he noted that its main characteristics were the extreme backwardness of the indigenous economy and the penetration of United States, Italian and United Kingdom firms, which were trying to get their hands on the Territory's entire economy. He cited the case of the Sinclair Somal Corporation, to which the Italian Administration had in 1952 granted a concession of 200,000 square kilometres, 40 per cent of the entire Territory, for a period of forty years. Thus all the oil resources of Somaliland, which was to attain independence in 1960, had already been sold to a foreign oil company without the local people having had any say in the matter. He cited other concessions, granted to Italian companies, and observed that huge areas of fertile land had been granted to Europeans, who had put them under export crops. The few mining and manufacturing enterprises existing in the Territory were owned by Italian companies. To realize the true character of the Administering Authority's economic policy one had only to inspect the latest Territorial budget. In 1953-1954 appropriations for the upkeep of the police forces, the courts, the prisons and the armed forces amounted to 51,600,000 somalos, or 40 per cent of the Territory's budget. The appropriations for the police forces had tripled as compared with the previous year, whereas appropriations for the economic services had been reduced.

9. Since the Administering Authority had done nothing to honour its commitments, the indigenous people of Somaliland were living in extremely difficult circumstances. A very backward economy, an unjust tax system and inadequate wages virtually doomed the Somalis to famine. A very large part of the population was suffering from malnutrition. Agricultural workers earned only 2 to 2.5 somalos per day, and women earned only half that figure. In private undertakings the daily wage was also 2.5 somalos, even less than the wage paid by the Administration, although the hours of work were longer. Despite the fact that such wages were hardly enough to buy 1.5 kilogrammes of tomatoes per day, the Administration opposed any wage increase.

10. The public health services also were inadequate. Although, owing to hardship, bad housing and so on, the people suffered from many diseases, the Administering Authority was doing nothing to establish new hospitals and dispensaries; indeed, it asserted that the number of medical establishments in the Territory was perfectly adequate. That was simply not true; for example, in several areas with populations ranging from 80,000 to 180,000, there was only one hospital. In 1953 there had been only three general hospitals in the entire Trust Territory, no more than there had been in 1951. The number of regional and auxiliary hospitals had not changed either. The number of dispensaries equipped with hospital beds had declined as compared with 1952. The number of doctors had not increased either. In 1953 there had been only 44 doctors for the entire Territory, none of them of indigenous origin.

11. Turning to education, Mr. Tsarapkin said that the Administering Authority was doing nothing to combat illiteracy and to prepare the people for self-government. The Administering Authority's annual report showed that in most districts the number of primary schools had not increased since the establishment of the trusteeship administration. The number of adult schools had actually been reduced as compared with 1953. The total number of pupils registered in all Somali schools in 1953-1954 had been only 8,500, hardly 3 per cent of the total number of children of school age. There were no schools for higher education in the Territory, and it was virtually impossible for Somalis to continue their education abroad. The special representative had said at 533rd meeting that a scholarship had been granted to a student to enable him to continue his education in Italy—a single scholarship for a population of 1,200,000.

12. Educational advancement was impeded by the fact that there was no Somali alphabet and there were not enough teachers. The Administering Authority was doing nothing to remedy the situation; the special representative himself had admitted that two-thirds of the Somali population spoke only the vernacular and that the number of students training as teachers had fallen from 32 in 1952-1953 to 14 in 1953-1954.

13. Mr. Tsarapkin said that the facts he had mentioned all showed that strong action was absolutely and urgently needed to induce the Administering Authority to carry out the commitments it had assumed towards the Somali people and the United Nations.

14. The Trusteeship Council should draw the Administering Authority's attention to the need for increasing budgetary appropriations for public health and education, and for replacing the head tax with a graduated income tax or at least with an income tax based on the taxpayer's financial position and ability to pay.

15. The Administering Authority should take whatever action was necessary to prevent the alienation of the indigenous inhabitants' land by concessions, leases or any other method.

16. The Administering Authority should do everything in its power to develop the Trust Territory's economy instead of pleading a lack of funds and leaving the process to foreign companies and capital.

17. Finally, the Administering Authority was in duty bound to take legislative and other action to ensure the earliest possible participation of the indigenous inhabitants in local administration and in all legislative, executive and judicial bodies.

18. Only by taking such steps could the Administering Authority fulfil its obligations under the Trusteeship Agreement.

19. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) said that the special representative would comment at the next meeting on some of the questions that had been raised by members of the Council.

20. Mr. DE HOLTE CASTELLO (Colombia) said that he intended to make a statement when the Council examined its draft report to the General Assembly.

21. In reply to a question by Mr. EGUIZABAL (El Salvador), the PRESIDENT explained that the Council would discuss the draft resolutions submitted by

Haiti (T/L.474) and by El Salvador (T/L.475) when it examined the Drafting Committee's report.

APPOINTMENT OF THE DRAFTING COMMITTEE ON SOMALILAND

22. The PRESIDENT suggested that the Drafting Committee on Somaliland under Italian administration should consist of the representatives of Belgium, India, Syria and the United States of America.

It was so decided.

Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, withdrew.

Examination of conditions in the Trust Territory of Nauru; annual report of the Administering Authority (T/1111, T/1122, T/1125)

[Agenda item 4 (d)]

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

OPENING STATEMENT

23. Mr. JONES (Special representative for Nauru) first briefly reviewed the history of the terms on which the phosphate deposits had been worked when Nauru had still been a German colony and one of the Marshall Islands.

24. The Agreement entered into by the Governments of the United Kingdom, Australia and New Zealand in July 1919 had provided that all expenses of the administration, including the remuneration of the Administrator and the Commissioners, should be defrayed out of the proceeds of the sales of the phosphates, which would be supplied to the signatory countries at a price based on the costs of production. Prior to 31 July 1952, those administration expenses had been met by way of a royalty of 1 shilling per ton of phosphates. Since that date it had been decided under a new financial arrangement that the Administrator would prepare a budget before the beginning of each financial year and that the British Phosphate Commissioners would pay the required instalment quarterly. The change was merely one of accounting procedure, and the British Phosphate Commissioners exercised no budgetary control over the Administration.

25. He then reviewed the pre-war arrangements for paying royalties to the landowners. Only 200 individual landowners were at present receiving royalties. Since 1921 the rate of payment for leases of phosphate-bearing land had increased from £20² to £45 per acre and royalty payments to Nauruans had increased from 3d. per ton to 1s. 4d. per ton. The royalty rates were not influenced by the market price of the phosphates. From January 1921 to 30 June 1953, payments to Nauruans had amounted to more than £607,000, of which £321,793 had been paid since the end of 1947. In addition, the British Phosphate Commissioners had advanced £350,000 to cover expenditures for reconstruction, in view of the serious damage the island had

suffered under Japanese occupation, and were financing the Nauruan housing scheme.

26. He was convinced of the British Phosphate Commissioners' desire to work in close co-operation with the Administration and to help the Nauruans as much as possible. They had voluntarily decided to increase some of the royalties paid to Nauruans.

27. With regard to employment and training, the Commissioners were trying to offer as many positions as possible to Nauruans, but the apprenticeship scheme introduced for that purpose had not achieved very good results and would be reviewed.

28. Members of the Nauru Local Government Council were obtaining a better understanding of their responsibilities, but, owing to their lack of experience, they would continue to need the guidance of the Administrator and other officers for some time.

29. There had been some changes in the staff establishment since 30 June 1953: the posts of Secretary to the Administrator and Postmaster and of Senior Technician had been replaced by two new posts, Official Secretary and Postmaster; also the new posts of Surveyor and of Clerk had been created. On 22 January 1954, a new scheme had been approved for Administration posts held by Nauruans. The basic wage had been raised from £191 to £236. 10s. per annum and the dependant's allowance for each child under the age of 16 was now 10s. per week. The minimum wage for women had been fixed at £165. 10s. per annum. He could also make available to members of the Council, if they wished, a statement showing the wage scale paid by the British Phosphate Commissioners. In recent months, Nauruans had been appointed to several posts in the Administration, including the posts of Native Affairs Officer, Postmaster and Senior Foreman of the Department of Works. The new holders of those posts did not actually have the qualifications usually required, but the Administering Authority had wished to give them an opportunity to improve their knowledge and acquire new skills. In pursuance of that policy, Nauruans had been deputed to participate in the South Pacific Conferences held in 1950 and 1953, where they had been able to discuss matters of common interest with indigenous inhabitants of other territories in the Pacific area.

30. In order to encourage Nauruans to utilize fully land suitable for agriculture, the Administration had established an experimental garden, and the Nauru Local Government Council was considering the re-introduction of copra production. The agricultural land use survey, mentioned in the Administering Authority's annual report,³ had been completed and a report on it would soon be available.

31. New public works begun since 30 July 1953 included a garage, a machine shop and office, a secondary school, to be completed by the end of June 1954, and two infant and maternal welfare clinics.

32. In respect of social advancement, an outstanding feature was the exceptionally high standard of living enjoyed by the Nauruans. Practically the whole of the adult male population was gainfully employed, over half of them by the Administration. All social services were provided free of charge.

² Figures used during the discussion on Nauru refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

³ See Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

33. Eleven new houses had been built since 30 June 1953 under the housing scheme, making a total of 311 completed. Forty-three of the other houses planned were under construction and would be completed by the end of 1954.

34. The British Phosphate Commissioners employed both Chinese and Gilbert and Ellice Islanders. Their living conditions were very good; they received a liberal food ration free of charge and were provided with good accommodation. The hospital facilities were excellent and a school was available for their children. There was a forty-hour work-week, and, with the provision of food and accommodation free, most of the employees could save a great proportion of their wages. Penal sanctions under the Chinese and Native Labour Ordinance had been abolished.

35. On 31 March 1954, the British Phosphate Commissioners had had in their employ 102 Europeans, 132 Nauruans, 462 Chinese and 500 Gilbert and Ellice Islanders. Eighteen families of Chinese workers had been admitted to Nauru since 30 June 1953. Eighty-one wives and 131 children of Gilbert and Ellice Island employees now resided in the Territory.

36. Nauruans were engaged by the Administration as permanent or temporary employees and not under contract. As the result of an investigation into the cost of living, the minimum wage of adults had been raised in January 1953 from £126 to £191 per annum and corresponding marginal increases had been made with effect from 1 July 1952. It had also been decided to pay a dependant's allowance of 7s. 6d. per month for each child under the age of 16. In February 1953, a comprehensive review had been begun of the Administration's Nauruan staff establishment and rates of pay as well as an investigation of methods to determine the cost of living. On 21 July 1953 the Nauruan employees of the Administration had stated that they considered the minimum wage inadequate and had objected to the delay in reaching a decision regarding the new establishment and rates of pay. On 23 July they had followed up their complaints with a petition in which they threatened to cease working if they did not receive satisfaction by 29 July. In view of the steps it had already taken, the Administration had been surprised by the petitioners' attitude and, whilst assuring them that it was dealing expeditiously with the questions raised, it had refused to consider their suggestion of a time-limit. There was evidence that the cost of living had risen since 1952 and approval had been given, as an interim measure, for wages to be increased with retroactive effect from 1 July 1953. The child allowance had been increased from 7s. 6d. per month to 5s. per week. However, the majority of the Administration's Nauruan staff had gone on strike until 28 October 1953. As a result of all the investigations made by the Administering Authority, a new establishment and new rates of pay had been approved on 22 January 1954, with effect from 15 May 1953, which provided for a basic wage of £236 10s. and a payment of a child allowance of 10s. per week. Administration expenditure had risen to a total of £179,423, exceeding that of the previous year by £33,000, the increase being principally due to the wage increases already mentioned.

37. A new director of education had been responsible for considerable progress. Four positions for European teachers had been filled. The Administration was especially concerned with raising the standard of teach-

ing, and for that purpose proposed to consolidate all primary school classes at a central school until such time as Nauruan students who were at present undergoing secondary courses in Australia had qualified. A library was available to Nauruan teachers, and, as they did not always possess sufficient mastery of English to benefit from it, classes in advanced English were being held regularly. Since the beginning of 1954 the educational programme had included a fourth form at the Nauru secondary school and a third form at the Roman Catholic Mission school. The number of scholarships available to Nauruans had been increased from four to five, and 11 scholarship holders were currently continuing their studies in Australia and four in Fiji. An education advisory committee had been formed to ensure that the Local Government Council was kept abreast of educational progress. The Committee had dealt, *inter alia*, with the consolidation of primary schools, the place of the Nauruan language in the schools, and the school-leaving age. To stimulate interest in education, all members of the Local Government Council had recently visited all schools on the island. The children were grouped, not on racial, but on linguistic, grounds. A complete plan of technical adult education for men and women would be put into effect on completion of the new secondary-school building.

38. The Department of Health had carried out a tuberculosis check and mass treatment of the inhabitants against filariasis. It had also established a blood bank. Four Nauruans had been admitted to the Central Medical School in Fiji. Six Nauruan girls had undergone training in nursing at the Nauru Administration Hospital. Finally, one Nauruan who had graduated from the Central Medical School at the end of 1953 was now an assistant medical practitioner at the Nauru Administration Hospital. Infant and maternal welfare clinics were held in most of the districts, and an antenatal clinic had been opened at the Nauru Administration Hospital. Both the clinic and the dispensaries were well attended. Plans for the construction of a new hospital for the Administration had been approved, and building would start about the end of 1954.

39. The future of the Nauruans presented a complex problem. Most of the land on Nauru could not be used for agriculture, and, with economic development, the Nauruans were rapidly becoming an urbanized community and were losing all taste for agriculture and fishing. In view of the tendency to specialization, the inhabitants would be unable to revert to their original mode of life when the phosphate deposits were exhausted. The land available to them then would scarcely suffice for their subsistence, if the increase in population were allowed for. It would be difficult to create a fishing industry, owing to the distance from markets. Another aspect of the problem was the reluctance of the inhabitants to leave the island until the phosphate deposits were worked out. The alternative would be to resettle them as an urbanized community in an area where employment was available for both skilled and unskilled workers, or, if a sufficient number were prepared to become farmers, to settle them in an area suitable for agriculture. In any event, the Australian Government was trying to solve the problem in the best interests of the inhabitants.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE

40. Sir Alan BURNS (United Kingdom) asked whether the system of preferential voting had been explained to the electors and how successfully it worked.

41. Mr. JONES (Special representative for Nauru) said that the greatest of care had been taken to make the system comprehensible to the people by explaining that if one candidate had not received more votes than all the others combined, all the votes obtained by the least successful candidate would be taken and divided amongst all the other candidates until one of them obtained an absolute majority. The people had thoroughly understood the working of that system, which was entirely satisfactory.

42. Sir Alan BURNS (United Kingdom) asked whether the Administration was helping the Local Government Council to carry out its functions.

43. Mr. JONES (Special representative for Nauru) replied that the Administrator attended one meeting of that body every month. In addition, officers attended when requested to do so by the Council, which was generally the case when technical, particularly legal, questions were discussed. In such cases, a senior officer explained in detail to the Nauruans what the ordinance actually meant. So far as the making of the rules was concerned that also applied to a lesser degree.

44. Mr. STRONG (United States of America) asked for further information about the working of the Local Government Council.

45. Mr. JONES (Special representative for Nauru) said that decisions of that body were concerned with essentially domestic matters, such as sanitation in the villages and the registration of bicycles.

46. Mr. STRONG (United States of America) said that the United Nations Visiting Mission to Trust Territories in the Pacific 1953, had indicated in its report (T/1076) that there was some dissatisfaction among the members of the Local Government Council with the ordinance which had established that body; he would like to know whether the dissatisfaction had been allayed.

47. Mr. JONES (Special representative for Nauru) replied that the members were now better aware of their functions under the ordinance and were satisfied with them. Further, as they became competent, the powers given them at present would be increased.

48. Mr. STRONG (United States of America) asked for details of the training programme to prepare Nauruans for responsible positions in the Administration, and whether any definite results had been achieved.

49. Mr. JONES (Special representative for Nauru) said that a great deal had been done in that respect: the training currently given in Australia to Nauruans was to enable them to take up appointments in the Administration on their return. Some eleven students were now in Australia studying for the teaching profession.

50. Mr. STRONG (United States of America) asked for information on the positions, in the administrative structure, of the Head Chief and the other district councillors who formed the Local Government Council.

51. Mr. JONES (Special representative for Nauru) first described in detail the duties of the Head Chief in his capacity as Native Affairs Officer: he was concerned with all matters relating to the social welfare of the Nauruans, explained the Administration's general policy and provided a liaison between the Administration and the population. Among the other members of the Council were a pathologist at the general hospital, the assistant manager of the Nauru Co-operative Society, an assistant teacher and a senior foreman in the Department of Works.

52. Mr. SERRANO GARCIA (El Salvador) asked whether the Administration actually consulted the Local Government Council when it was drafting or revising its ordinances and regulations.

53. He also requested further information on the qualifications required of the indigenous magistrates appointed by the Administration.

54. Mr. JONES (Special representative for Nauru) replied that the Administration followed the practice of referring to the Local Government Council for its views all ordinances which in any way affected the living conditions of the population. It also passed on to the Council legislative texts of a more general nature in order to prepare the members of the Council for their future responsibilities.

55. Any experienced officer whom the Administration considered to be qualified could be appointed judge of the District Court. An appointment to the Central Court naturally required higher legal qualifications.

56. Mr. SERRANO GARCIA (El Salvador) asked why corporal punishment for sexual offences had not been abolished.

57. Mr. JONES (Special representative for Nauru) said that the Administration had considered it to be in the best interest of the population at its present stage of development to keep that form of punishment for certain offences.

58. Mr. MAX (France) asked whether the Administering Authority intended to extend the powers of the Local Government Council so that it would discharge the functions of a normal municipality.

59. Mr. JONES (Special representative for Nauru) said that the Administration planned to extend the powers of the members of the Council as soon as they were capable of assuming greater responsibility than they already had.

60. Mr. MAX (France) inquired whether in view of the progress made in the political education of the members of the Local Government Council, such an extension of powers might be contemplated in the near future.

61. Mr. JONES (Special representative for Nauru) assured the Trusteeship Council that the members of the Local Government Council, being fully aware of their present powers and of the possibility of assuming greater authority in the future, showed a keen desire to advance their political education, a goal in which they were fully supported by the Administration. He hoped that it would be possible to extend the powers of the Local Government Council within two or three years.

The meeting was suspended at 4 p.m. and resumed at 4.40 p.m.

62. Replying to a question by Mr. STRONG (United States of America) concerning the Nauru Local Government Council Fund, Mr. JONES (Special representative for Nauru) regretted that he had no information on that score, but said that the Nauru Royalty Trust Fund made small grants to the Local Council to cover certain unforeseen expenses; the salaries of the members of the various administrative bodies such as the Lands Committee and district councils were met from the Royalty Trust Fund and not from the small fund which was under the control of the Council itself.

63. Mr. RYCKMANS (Belgium), referring to the Agreement of 25 June 1920 between the Governments of the United Kingdom, Australia and New Zealand for the purchase of the concession of the Pacific Phos-

phate Company, Ltd., asked whether the purchase was made by a normal sale or by expropriation under the laws governing enemy property.

64. Mr. JONES (Special representative for Nauru) confirmed that the sale had been effected by expropriation and had involved a sum of £3,500,000. He described the terms on which the Pacific Phosphate Company, Ltd. had in 1906 acquired from the Jaluit Gesellschaft, Hamburg, the exclusive right of exploiting the phosphate deposits on the Island of Nauru. That right had been conferred on the latter company by the German Government for a period of ninety-four years from 1 April 1906, under a concession dated 21 November 1905. He also recalled the provisions of article 257 of the Treaty of Versailles providing for the transfer to the new Mandatory Power of the property of the German Empire and the provisions of the Agreement of 2 July 1919 between the Governments of the United Kingdom, Australia and New Zealand for the purpose of carrying out the Mandate and of mining the phosphate deposits on Nauru. The rights acquired by the Pacific Phosphate Company, Ltd. under the concession granted by the German Government had, however, subsisted, and it was to relieve the company of its obligations to the Jaluit Gesellschaft under the contract of purchase with that company dated 22 January 1906 that the three Governments had signed the Agreement of 25 June 1920.

65. Mr. RYCKMANS (Belgium) said that in the light of the special representative's explanation, he thought the situation could be summarized as follows: the property of the German Government on the Island of Nauru had been transferred to the Allied Governments under the Treaty of Versailles; that property had been subject to a concession granted by the German Government to the Jaluit Gesellschaft and had been transferred by that company to the Pacific Phosphate Company, Ltd. The British Phosphate Commissioners had repurchased from the Pacific Phosphate Company, Ltd. the concession held by that company.

66. Mr. JONES (Special representative for Nauru) said that the Belgian representative had summarized the position clearly.

67. Mr. RYCKMANS (Belgium) noted that the Local Government Council had inherited from the Nauruan Council of Chiefs the right to confer Nauruan citizenship on any Native immigrant. That survival of a customary right no doubt applied to immigrants from Micronesia, in other words, to persons of races related to the Nauruan race. He asked what was the situation of children born in Nauru of immigrants who had not been adopted by the Nauruan community.

68. Mr. JONES (Special representative for Nauru) replied that the children retained the nationality of their parents. A number of immigrants from the Gilbert and Ellice Islands who had married Nauruans had been granted Nauruan citizenship, but some of their compatriots had not been adopted into the Nauruan community although they had been residing on the island for several years and had had children there. He explained that children born in Nauru of Gilbert and Ellice Island parents retained their right to Gilbert and Ellice Island citizenship; children born of Nauruans — even of mixed marriages — were Nauruan.

69. Mr. DAYAL (India) asked whether the special representative could give the Council some indication of when the Administering Authority expected to furnish information on its plans for the future of the Nauruan people, since their future was dependent in

large measure upon the exploitation of the Territory's principal source of wealth — the phosphate deposits.

70. Mr. JONES (Special representative for Nauru) recalled that he had pointed out in his opening statement that the eventual exhaustion of the phosphate deposits presented a very complex problem. The Administering Authority was concerned with the problem and had asked the Nauruan people, through their Local Government Council, to give the matter serious thought. The Administration intended to discuss it during the coming year with the leaders of the people to see whether it would not be possible to come to an agreement on preliminary steps to be taken. The Administering Authority fully appreciated that its educational programme, particularly as regards vocational education, must be related to any plan affecting the future of the Nauruans. He could not at the present time say whether it would be possible to give more tangible information on the question in the report for 1954; it was difficult at that stage to make any definite promise or to forecast how the situation would develop.

71. Mr. DAYAL (India) interpreted the special representative's reply to mean that the Administering Authority would endeavour, in the very near future, after consultation with the Nauruan people, to submit to the Trusteeship Council plans concerning the future of the Territory's inhabitants.

72. Mr. JONES (Special representative for Nauru) confirmed the Indian representative's interpretation. The Nauruans might, however, refuse to leave the island; in that case there could be no question of the Administering Authority's forcing them to do so. He was confident that within the next two or three years the inhabitants of Nauru would accept the measures that the Administration would propose in their own interest, and that it would be possible to resettle them elsewhere. All the Administration's efforts were directed to that end.

73. Mr. DAYAL (India) said that he had not intended to raise the question of any future resettlement of the Nauruan people; they might be able to continue living on the island even after the exhaustion of the phosphate deposits. He had only wished to obtain clarification on the following point: when would the Administering Authority be in a position to put forward plans, made in consultation with the Nauruan people, concerning the future of the Territory?

74. Mr. JONES (Special representative for Nauru) said that the Administration could hardly prepare long-term plans until it knew the wishes of the people themselves and whether they would insist on remaining in Nauru or would accept resettlement elsewhere.

75. Mr. DAYAL (India) pointed out that, under the Trusteeship Agreement, the people of Nauru themselves were to decide on their future when they had, under the guidance of the Administering Authority, attained independence. He asked whether any decisions in regard to the future of the Nauruans would wait upon the time when they became independent, or whether the Administering Authority intended to prepare plans in the near future.

76. Mr. JONES (Special representative for Nauru) said that the Administering Authority had already taken preliminary steps to prepare plans for the Territory's future. The final decision would naturally rest with the Nauruans, but the Administering Authority would endeavour to suggest whatever it considered to be in their best interests,

77. In reply to further questions by Mr. DAYAL (India), Mr. JONES (Special representative for Nauru) stated that there were no political parties in Nauru, and that elections were decided on the basis of the candidates' popularity.
78. Mr. DAYAL (India) observed that, according to the annual report, voting was compulsory on the island. He asked whether any penalties were imposed on persons who refused to vote in the elections.
79. Mr. JONES (Special representative for Nauru) said that he was not aware of such a case having arisen; at all events, the penalty was likely to be very small.
80. Mr. DAYAL (India) thought that the electors' keenness was evidence of their sense of civic and political responsibility. He asked whether the steps taken by the Administration to help and encourage the members of the Local Government Council in the exercise of their functions had produced satisfactory results, and whether the Nauruans were still dissatisfied with the financing of the Council's activities, and with the Council's participation in the administration.
81. Mr. JONES (Special representative for Nauru) stated that the members of the Local Government Council were not dissatisfied with the present position, but wished to have greater powers. They realized, however, that they must first become conversant with the functions of the Council.
82. In reply to a question by Mr. DAYAL (India), Mr. JONES (Special representative for Nauru) stated that, to the best of his knowledge, the punishment of whipping had not been inflicted during the past year.
83. Mr. DAYAL (India) noted that the report mentioned the Local Government Council's right to confer Nauruan citizenship on any Native immigrant, and asked what the term "Native immigrant" meant.
84. Mr. JONES (Special representative for Nauru) thought that it meant any Native of the South Pacific Island group.
85. Mr. DAYAL (India) had noticed from the annual report that there was about one official to every 36 inhabitants. He asked whether the special representative did not consider that there were too many officials.
86. Mr. JONES (Special representative for Nauru) thought that the figure quoted by the Indian representative covered all administrative posts, including those held by Nauruans. The work output of the Nauruans was lower than that of Europeans, and a larger number of Nauruans than of Europeans had to be employed for the same amount of work. Furthermore, the large number of positions was in keeping with the Administration's policy of offering the people every opportunity to gain experience in various capacities.
87. Mr. DAYAL (India) inquired whether the fact that there were so many policemen indicated a tendency to crime on the part of the local population.
88. Mr. JONES (Special representative for Nauru) said that the incidence of crime among the indigenous inhabitants was low.
89. Mr. DAYAL (India) thought, in view of that reply, that the Administering Authority might re-examine the question of the strength of the island's police force.
90. Mr. JONES (Special representative for Nauru) said that the Administering Authority would take note of that comment.
91. Mr. DAYAL (India) asked why the number of young Nauruans entering the Chinese locations without a permit during prohibited hours had increased.
92. Mr. JONES (Special representative for Nauru) expressed the opinion that the young Nauruans were perhaps trying to obtain liquor in the compound.
93. Mr. DAYAL (India) noted that, after thirty years of compulsory education, the number of Nauruans holding senior posts in the Administration remained insignificant. The Trusteeship Council had been concerned in the past regarding that state of affairs, and arrangements to intensify the training programme had been made. He asked the special representative whether he thought that the Nauruans lacked the initiative and energy required for holding important posts.
94. Mr. JONES (Special representative for Nauru) said that the Japanese occupation had retarded educational progress on the island for six or seven years. The Administration was trying to give the Nauruans the opportunity of showing that they could, with help, gain the experience and competence needed for the various positions they held. The Administration was, at the same time, giving training in Australia to a number of Nauruans who, on returning to the Territory, would take up more senior positions.
95. Mr. DAYAL (India) hoped that the Administration would, in the near future, appoint Nauruans to senior posts.
96. Mr. RIFAI (Syria) inquired whether in the Administering Authority's opinion the objective set forth in the Charter and in the Trusteeship Agreement for Nauru, namely independence, would be attained before the exhaustion of the phosphate deposits.
97. Mr. JONES (Special representative for Nauru) explained that exploitation of the phosphate deposits would continue for another sixty or seventy years; it would be pessimistic to think that Nauru would not be independent before that time.
98. Mr. RIFAI (Syria) noted that it was stated, on page 11 of the annual report, that elections of councillors were to be held at intervals not exceeding four years from the date of the first election. He asked whether the time of those elections was fixed by the Local Government Council itself or by the Administration.
99. Mr. JONES (Special representative for Nauru) stated that the decision rested with the Council itself, due account being taken of the provisions of the Nauru Local Government Council Ordinance, but he thought that the Council would first discuss the matter with the Administrator.
100. Mr. RIFAI (Syria) said that in the annual report, under the heading "Political Organization", the Local Government Council was listed as the sole non-governmental political organization. Yet the Council was supposed to be a part of the governmental structure of the Territory, or at least part of the indigenous governmental structure.
101. Mr. JONES (Special representative for Nauru) observed that the Council was the only organization of that nature in the island.
102. In reply to a question by Mr. RIFAI (Syria), Mr. JONES (Special representative for Nauru) explained that the district constables were not members of the regular police force, but were appointed by the Local Government Council. Their duties were confined strictly to the villages in which they were appointed.

103. Mr. RIFAI (Syria) asked whether the Nauru Local Government Council or the people of Nauru had ever raised the question of the advisability of appointing a judge to the Court of Appeal, instead of leaving that high judicial function to the chief executive, namely the Administrator.

104. Mr. JONES (Special representative for Nauru) replied that the Nauruans had never raised the question.

105. Mr. DORSINVILLE (Haiti) asked the special representative why the movement of indigenous inhabitants was restricted in the Territory.

106. Mr. JONES (Special representative for Nauru) replied that the restrictions had been imposed to assist the maintenance of public order and had the full support of the Nauruans, who had requested that they should be maintained.

107. Mr. DORSINVILLE (Haiti) asked whether the Administering Authority, whose duty it was to educate the people, had pointed out to the Nauruans that the measures implied restrictions on their personal and individual freedom.

108. Mr. JONES (Special representative for Nauru) stated that the position had been clearly explained to the Nauruans and that the Administering Authority had even pointed out to them that, in the compounds of the British Phosphate Commissioners, the Chinese and the Gilbertese lived side by side without any restriction in movement between the two compounds. But the Nauruans had still insisted that the restrictions with regard to movement into the Nauruan villages and areas should remain.

109. Mr. DORSINVILLE (Haiti) observed that, according to the annual report, the increase in offences against the Movement of Natives Ordinance had been due to young Nauruans entering the Chinese locations without a permit during prohibited hours. There appeared to be a contradiction between that statement and the special representative's explanations.

110. Mr. JONES (Special representative for Nauru) replied that the more mature members of the Nauruan community did not desire the removal of the restrictions.

111. Mr. DORSINVILLE (Haiti) asked the special representative for particulars of the relations between parents and children in Nauru.

112. Mr. JONES (Special representative for Nauru) said that parents exerted a great deal of authority over their younger children, but that the adolescents tended to become independent. It was those young people who, for one reason or another, wished to visit the other compounds at night.

113. Mr. DORSINVILLE (Haiti) recalled the question asked by the Salvadorian representative concerning the offences for which corporal punishment was still applied by the Administration. He was unable to understand why the Administration still reserved that punishment to two categories of crimes, sexual offences and garrotting. He could perceive no relationship between those two categories of crimes. The report mentioned that the severity of the punishment had been decreased; he wished to know what the relative seriousness of those crimes was in the eyes of the Administration, and in those of the Nauruans.

114. Mr. JONES (Special representative for Nauru) replied that the Administration had given the matter careful consideration and had concluded that it was desirable to prevent sexual offences, which might be numerous because of the large number of male workers away from their homes, and that severe punishment had therefore been retained as a deterrent. The measure was, in any case, but exceptionally applied. Until the indigenous inhabitants had come under the influence of the Administering Authority, garrotting had been their favourite method of homicidal attack, and strict legislation had been necessary to put an end to the practice.

The meeting rose at 5.35 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Wednesday, 16 June 1954,
at 2.25 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

GENERAL DEBATE (concluded)

1. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) commenting on the Council's general observations on the annual report,¹ was gratified that representatives had recognized that the Administering Authority was carrying forward its task of preparing Somaliland for independence in 1960 in a spirit of goodwill and at considerable sacrifice. He hoped that the next visiting

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de tutelle de la Somalie, 1953*, Ministry of Foreign Affairs, Rome, 1954.

mission to the Territory would, by its on-the-spot investigation of the situation, succeed in tempering some of the adverse criticism directed against the Italian Administration.

2. Drawing attention to paragraph 4 of General Assembly resolution 755 (VIII), he pointed out that the Assembly's request to the Advisory Council for Somaliland in no way altered or broadened the relationship between the Italian Administration and that Council. That relationship had been defined in the Trusteeship Agreement, the terms of which could be amended or extended only with the consent of the parties concerned, namely, Italy and the United Nations.

3. Mr. MOCHI (Special representative for Somaliland under Italian administration) assured the Council that the Administration would put the suggestions of the various representatives to the test of practical experience.

4. The Administration was bearing the time factor in mind and, although it fully appreciated the importance of direct suffrage, felt that only by retaining the system of election by the *shirs*, where necessary, could it expect to hold Territory-wide elections in the spring of 1955. The suggestion that representatives of the sedentary population elected to the Territorial Council by direct vote should be given a proportionately greater number of seats than was warranted by the size of the population sector they represented, seemed undemocratic. On the other hand, every effort would be made to extend the right to vote to women, although lack of time for adequate preparation would not make it feasible during the forthcoming elections. The municipal councils would receive their powers in the course of 1954, and the Territorial Council should acquire legislative powers in 1955 if enough time remained after the forthcoming elections to promulgate the necessary legislation. Ever developing co-operation between the Administration and the Territory's political parties was a major factor in the achievements of the Administration.

5. With regard to the somalization of the administration and training of Somalis in self-government, appointment of the first group of graduates from the School of Political Administration to responsible administrative posts was imminent, and the Somalis in the municipal councils and in the Territorial Council were constantly acquiring political experience, albeit in a consultative capacity. While a university degree should not be a prerequisite for appointment to higher posts, a certain amount of knowledge and education was essential.

6. To dispel a misunderstanding on the part of the Indian representative, he explained that the supposedly large security forces in Somaliland were made necessary not by the proximity of Ethiopia as a potential aggressor, but by the unsettled situation along the provisional border between the two countries.

7. The Administration fully intended to implement the five-year economic development plan by 1960, with

the resources provided by Italy's annual contribution to the Somali budget. Outside capital would, however, be required for long-term development programmes of major scope, and it was hoped that some assistance could be obtained along the lines proposed in the Salvadorian draft resolution (T/L.475).

8. The Administration was not concerned about an excess of cattle because once the threat of famine was eliminated, cattle owners would be encouraged to sell their surplus animals, thus providing supplies for a meat-packing industry.

9. Community development schemes would be encouraged throughout Somaliland, following the pattern of the pilot projects at Dinsor and Uanle Uen. In addition, land legislation was being prepared and a law on land registry should be promulgated before the end of the year. Farm co-operatives would continue to be promoted with the help of the Somali Credit Institute.

10. The Administration felt bound to implement the UNESCO-approved five-year plan for educational advancement, as well as the Council's earlier recommendations. In accordance with an instruction issued in 1951, with UNESCO approval, Arabic, along with Italian, was taught in all elementary schools. The position with respect to the teaching of Arabic had been clearly defined in the Trusteeship Council at its ninth session (364th meeting) by the Egyptian representative on the Advisory Council; the Administration was fully in accord with the Egyptian proposal that the question of a national language should be decided by the Somalis when they attained their independence. Efforts would nevertheless be made to transcribe Somali in the Arabic script in the programme of combating illiteracy. The 934 persons who had participated in the 1951 referendum on the language of instruction had included tribal chiefs, representatives of religious communities, political parties and schoolteachers. Of that total, 768 had favoured Arabic and 166, Somali. Finally, there was no qualitative difference between Italian and Somali schools; the difference lay only in the choice of subjects.

11. Mr. ASHA (Syria) said that he had made no specific proposal respecting Arabic as the language of instruction. He hoped that the findings of the next visiting mission and further information from petitions and communications would determine the Council's recommendation on the subject. He fully supported the view of the Egyptian representative on the Advisory Council.

12. He corrected the special representative's impression that Syria's suggestion regarding elections had been undemocratic. Syria had merely drawn the Council's attention to the facts: the nomadic population was not politically mature enough to qualify for leadership in building up the organs of government, and the question of tribal representation therefore required careful study. He also had referred to the *shirs* in connexion with his proposal for a uniform method of election throughout the Territory, which, he assumed, the Administration would consider very earnestly.

13. From the remarks made by Mr. Guidotti, Mr. Asha had inferred that the Administration would not accept one of the provisions of General Assembly resolution 755 (VIII) and considered itself bound only by the terms of the Trusteeship Agreement. He would welcome clarification on the matter.

14. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) assured the Council that he had never intended to convey the impression that the Administration did not accept the Assembly resolution. On the contrary, it fully respected that decision and would do everything possible to implement it. He had merely pointed out that paragraph 4 of the resolution had been interpreted by Italy as an implementation of the functions of the Advisory Council as set down in the Trusteeship Agreement, which, in turn, would not be changed or subjected to an extensive interpretation without the explicit assent of the two parties concerned.

15. Mr. DAYAL (India) once again questioned the necessity for the large security forces in Somaliland, in view of the fact that the boundary question was to be settled with neighbouring Ethiopia, a Member of the United Nations. He had concluded from the special representative's reply that the forces had to be maintained for internal security purposes.

16. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) assured the Indian representative that Italy had never envisaged possible aggression by Ethiopia; it was maintaining larger forces than it would otherwise wish to do in order to cope with continuing local disturbances along the unsettled border line.

Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, withdrew.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority (T/1111, T/1112, T/1125) (continued)

[Agenda item 4 (d)]

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.

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

17. Mr. JONES (Special representative for Nauru) wished to amplify his earlier replies to questions put at the previous meeting by the representative of India.

18. First, the police force was larger than might at first seem necessary because Nauru was an island and reserve forces could not be called upon from other areas in case of an emergency. There were over 1,000 immigrant workers, only a few of whom had their wives with them, as compared with 1,700 Nauruans resident on the island; the possibility of incidents had therefore to be provided for. The force comprised a total of 50 Nauruans, 11 of them non-commissioned officers. In addition to carrying out routine police duties, they controlled the traffic, acted as fire brigade and provided warders for the prison. The Administering Authority might consider the possibility of forming a volunteer police reserve.

19. Secondly, with regard to the number of Administration employees, there was a total of 288 Nauruans and 16 Europeans. Of the 26 senior posts, 11 were occupied by Nauruans. The remarks he had made at

the previous meeting concerning work output referred principally to the junior employees. More people were employed than would be the case if all the employees were fully skilled and had the required qualifications, but the Administering Authority was prepared to meet the extra expense in order to give the Nauruans an opportunity of gaining knowledge and experience. Further, the fact that contracts could not be placed with private firms meant that all maintenance work, transportation and minor construction had to be undertaken by the Administration itself, and that, too, necessitated a larger staff than would normally be required.

20. In reply to questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for Nauru) confirmed that during the year under review only two indigenous inhabitants had been appointed to senior posts, those of Native Affairs Officer and Postmaster. All subsidiary posts, however, were filled by indigenous inhabitants, and Nauruans were being given every opportunity of acquiring the qualifications necessary for them to occupy technical or specialist positions.

21. Full information concerning the rules made by the Nauru Local Government Council and their confirmation by the Administrator would be made available in the next annual report to the Council.

22. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Local Government Council, which had grown out of the Nauruan Council of Chiefs, possessed legislative power, and what measures were being contemplated by the Administering Authority to create indigenous legislative and executive bodies in the Territory.

23. Mr. JONES (Special representative for Nauru) said that, owing to the small size of the Nauruan population, no more than one legislative body would be created. The Local Government Council was not yet exercising all the powers and functions bestowed upon it, because its members were not yet competent to do so, but they were being given ample assistance and guidance by the Administration and would undoubtedly in time acquire the capacity to exercise even wider powers. He could make no prophecy as to when that time would arise. The procedures of the Local Government Council were very different from those of the former Council of Chiefs and the need to keep written records presented a further difficulty. The Trusteeship Council could be assured, however, that the Administering Authority was doing all in its power to train the members of the Local Government Council to assume their full functions in the shortest possible time.

24. In reply to questions by Mr. S. S. LIU (China), Mr. JONES (Special representative for Nauru) said that the possibility of settling the Nauruans elsewhere was still being considered and that the Administering Authority was investigating sites in Papua and New Guinea. The possibility of a removal to Ocean Island had not been entertained; the original inhabitants of that island had been removed for the very reasons prompting the removal of the inhabitants of Nauru.

25. The Administering Authority was reviewing the whole of the judicial system of Nauru and the question of the separation of powers. An independent court of appeal would no doubt be created. He personally did not think that the present was an appropriate time for the introduction of the jury system throughout the Territory.

26. Mr. S. S. LIU (China) said that the Council had been informed that a form of non-corporal punishment had been imposed on an offender who could have been whipped and asked whether there were alternative forms of punishment for other offences for which the punishment of whipping was still applicable.

27. Mr. JONES (Special representative for Nauru) stated that the offender in question had been given a prison sentence. The choice of the form of punishment to be applied was left to the discretion of the judge in cases where whipping was provided as an extreme penalty.

28. In reply to a question by Mr. STRONG (United States of America), Mr. JONES (Special representative for Nauru) said that the new Nauruan Head Chief, Raymond Gadabu, had made satisfactory progress as Acting Native Affairs Officer and had been confirmed in his appointment. At present the Administration still found it necessary to advise and assist him but it had every confidence in him as a future Nauruan leader.

29. In reply to a question by Sir Alan BURNS (United Kingdom), Mr. JONES (Special representative for Nauru) said that the sum paid by the British Phosphate Commissioners for the direct benefit of the Nauruans was £607,000,² not £570,000. It comprised: a direct payment to landowners of more than £263,000; more than £147,000 credited to the Nauruan Landowners' Royalty Trust Fund; £80,000 credited to the Nauruan Community Long-Term Investment Fund; and £114,000 paid into the Royalty Trust Fund. Thus the total sum was exclusive of the lump sum of £45 per acre paid for phosphate-bearing land, the cost of administration, the £350,000 rehabilitation advance and the money supplied for rebuilding war-destroyed houses.

30. In reply to questions by Mr. SERRANO GARCIA (El Salvador), Mr. JONES (Special representative for Nauru) said that the 165,000-ton increase in phosphate production between 1952 and 1953 was the result of increased mechanization. The royalty paid on phosphate production was based only on Nauru output and did not take into account the output of other sources of phosphates.

31. In reply to a question by Mr. RIFAI (Syria), Mr. JONES (Special representative for Nauru) explained that under the new budget arrangement the British Phosphate Commissioners held a reserve fund of £30,000 to meet any unforeseen expenditures. If such expenditures did not arise, the sum was not handed over to the Administration.

32. Mr. RIFAI (Syria) asked how long it had taken the Nauruan Community Long-Term Investment Fund to accumulate the £80,960 mentioned on page 16 of the Administering Authority's annual report³, and when the Administering Authority expected to have sufficient funds for resettlement of the population.

33. Mr. JONES (Special representative for Nauru) replied that an additional royalty of 2d. per ton had been paid from 1947, when the Fund was established, and had been increased to 5d. per ton from 1 July 1950; the additional royalty was payable until the year 2000 and, at the present rate of production, yielded £25,000 a year. Within ten years the Fund would amount to

² Figures used during the discussion on Nauru refer to Australian currency; £A 125 = £ sterling 100 = \$US 280.

³ See *Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953*, Commonwealth of Australia, 1953.

well over £300,000. It was not yet possible to assess the cost of the eventual resettlement, but that cost would undoubtedly be met from phosphate royalties.

34. In reply to questions by Mr. RIFAI (Syria), Mr. JONES (Special representative for Nauru) said that there was no disagreement concerning the payment for the land to be taken over for the airstrip, but that payment would be made only after disputes about the ownership of the land in question had been settled.

35. He could recall no instance of financial aid being rendered to Nauru by the Australian Government. All the money needed for the administration of the Territory, apart from the small revenue obtained by the Administration itself, was derived from the sale of phosphates.

36. Mr. RYCKMANS (Belgium) said that his delegation had suggested at a previous session that the Australian Government should acquire, for eventual resettlement by the Nauruans, a tract of land larger than Nauru, with good soil and climate. Living conditions on Nauru were such that the people had no desire to leave the island at present, but the immediate acquisition of a new home for them would obviate possible difficulties in finding such an area when resettlement became urgent. He asked whether the Nauruan Community Long-Term Investment Fund would permit of the purchase of such an area—for instance, an island or tract of 10,000 acres as against Nauru's 5,000 acres—as soon as possible, and whether it would not be advisable to show Nauruans suitable areas and consult them as to their preferences, without implying any obligation to settle there immediately.

37. Mr. JONES (Special representative for Nauru) said that the Administering Authority was thinking along the same lines as the Belgian representative. At its suggestion the Nauruans were considering the idea of transferring some part of the population to a new area in order to begin developing it, and they had proposed that a committee of the Nauru Local Government Council should join with Administration experts in seeking a suitable area.

38. Mr. RYCKMANS (Belgium) observed that the idea referred to by the special representative was sound. If it was adopted, long-term development work such as land reclamation, irrigation and coconut planting could begin at once. The existence of an area at a favourable stage of development might well tempt many Nauruans to transfer to it even before Nauru became uninhabitable, particularly when the population became too large to live on the phosphate industry.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

39. Mr. DAYAL (India) asked why, as stated in paragraph 25 of the Secretariat's working paper on conditions as the Territory (T/L.472), the phosphate industry was not conducted on a commercial basis to produce phosphate for profit. In view of article 5, paragraph 2 (a) and (b), of the Trusteeship Agreement, and the fact that phosphates were the Territory's only source of wealth, he wondered whether it would not be in the interests of the Territory to get the best price for the phosphates so that the royalties and other benefits received by the Nauruans could be increased.

40. Mr. JONES (Special representative for Nauru) replied that the rights in the phosphate deposits of Nauru had been purchased by the Governments of the United Kingdom, Australia and New Zealand. The

relevant agreement had provided that the selling price of the phosphate was to cover the cost of operation, and that the phosphate was to be sold for the agricultural requirements of the three countries at an f.o.b. price to be fixed by the British Phosphate Commissioners. Neither the three Governments nor the Administering Authority were interested in developing the phosphate deposit as a profit-making concern. The selling price of the phosphate did not affect the amount of money paid to the Nauruans or provided for the administration of the Territory. The Administering Authority's responsibility was to give the Nauruans an opportunity to develop and advance towards independence and to find them a new home.

41. In reply to questions by Mr. DAYAL (India), Mr. JONES (Special representative for Nauru) said that the f.o.b. price was at present £1. 12s. 6d. or £1. 13s. per ton; production in 1953 had been 1,227,103 tons and the value £1,994,045. The total sum paid to or on behalf of the Nauruans for the year had been over £77,000, excluding the payment of rent. The special charge for rehabilitation had produced over £53,000; provision for Nauruan housing had amounted to slightly more than £46,000; nearly £134,000 had been paid towards the expenses of the Administration.

42. Mr. DAYAL (India) said that from the annual report he had calculated that, on the phosphate shipped during the year, the Nauruans had received some £315,298 in royalties, administration costs, rehabilitation advance and the housing scheme, in other words, some 5s. 2d. per ton. With the addition of the £45 per acre lump sum payment to owners of phosphate-bearing land, that meant that the Nauruans received some 64 cents per ton on the phosphate extracted. He asked whether the special representative could account for the disparity between that figure and the \$US 2.75 per ton royalty paid in Angaur, another Trust Territory.

43. Mr. JONES (Special representative for Nauru) replied that he was not in a position to explain the difference in question. The funds made available to the Administration from the exploitation of the Nauru phosphates were sufficient to enable the Administering Authority to discharge its responsibilities under the Trusteeship Agreement.

44. Mr. DAYAL (India) asked whether separate information concerning the financial operations of the British Phosphate Commissioners in respect to Nauru had been provided in the Administering Authority's annual report, as requested by the Trusteeship Council at its twelfth session (A/2427, p. 117).

45. Mr. JONES (Special representative for Nauru) replied that separate accounts had not been kept in respect to Nauru. The operations of the British Phosphate Commissioners on Nauru and Ocean Island were conducted as one undertaking, and the number of accounts affecting more than one source of phosphates, such as the ship-maintenance account, would make separate bookkeeping extremely difficult. Separate accounting would also entail a change in the agreement between the three Governments. The Administering Authority had explained its attitude in part X, section 3, of its annual report; appendix XIII of the report showed that there had been no profit, but only a small trading balance. The Administering Authority felt that no good purpose would be served by the maintenance of separate accounts for Nauru, but it would be prepared to examine any indication from the Council

as to how such separate accounting would improve the discharge of its responsibilities under the Trusteeship Agreement or benefit the Nauruans.

46. Mr. DAYAL (India) observed that, under article 5, paragraph 1, of the Trusteeship Agreement the Council was entitled to the Administering Authority's co-operation in supplying the information it had requested. The reason for the request was plain from the history of the case, as set forth in document T/L.472, paragraph 25. He wished to learn who benefited from the sale at cost of Nauru phosphate, since, in the absence of such supplies, phosphate would have to be bought elsewhere at market price.

47. Mr. JONES (Special representative for Nauru) replied that Nauru phosphate was purchased by the three Governments, in the manner explained in the working paper (T/L.472), for use in their own countries. He had made inquiries but had been unable to obtain satisfactory information as to what the world market price of phosphate might be.

48. It should be appreciated that the Agreement made no provision for the payment of any royalty to the Nauruans. The royalty paid by agreement between the British Phosphate Commissioners and the Administering Authority was a voluntary payment. That payment, and the increase in the payment to the Investment Fund from 2d. to 5d. per ton, showed the Administering Authority's and the Phosphate Commissioners' genuine desire to help the Nauruans.

49. In reply to questions by Mr. DAYAL (India), Mr. JONES (Special representative for Nauru) said that, while he was unable to give an exact figure, some idea of the *per capita* income in Nauru could be obtained from the papers on the rates of pay by the Administration and the Phosphate Commissioners. The *per capita* expenditure in the 1952-1953 budget was over £100 per annum. There was no unemployment on Nauru.

50. Mr. DORSINVILLE (Haiti) said that he had noted with satisfaction the special representative's statement that the Administration was giving serious consideration to finding a new home for the people of Nauru. The matter was becoming increasingly urgent and a solution acceptable to the Nauruans should be found soon. In the meantime, it would be interesting to know the status of the agricultural survey which the Administering Authority was undertaking in co-operation with the Commonwealth Scientific and Industrial Research Organization.

51. Mr. JONES (Special representative for Nauru) replied that the survey had been completed but he had been unable to obtain a copy of the report before leaving for New York. The Nauruans should be encouraged to make the best use of the little land available for agriculture and at least some of them should continue farming and fishing so that they retained their skill in those pursuits, which would be of use to them when they eventually moved to a new home.

52. Mr. DORSINVILLE (Haiti) asked that the next annual report should contain further details on the survey.

53. He would like to know whether the Administering Authority had carried out its intention of increasing the water-storage capacity in the Territory and whether the 350 houses which the Administration planned to build would be adequate to meet the Territory's present needs.

54. Mr. JONES (Special representative for Nauru) said that the survey of the water position had been completed and work on increasing the storage capacity begun. The 350 houses would meet the population's requirements. The Administering Authority had undertaken to replace all the houses destroyed during the war—far fewer than 350—but it had agreed that additional houses should be built in cases where two families had previously occupied one house or where Nauruans had married during or immediately after the war. The original estimate had therefore been raised by 50 or 60 houses.

55. In reply to questions by Mr. S. S. LIU (China), Mr. JONES (Special representative for Nauru) said that an experimental garden was being developed. The Administration was lecturing the indigenous inhabitants on the advantages of growing as much food as possible and providing them with various fruit trees free of cost.

56. Work on the electrification of the villages throughout the island would probably begin towards the end of 1954 or early in 1955.

57. The projected 25 bed hospital had not yet been started. Work would probably begin about November 1954, when the construction of the secondary school was completed.

58. Mr. STRONG (United States of America) emphasized the importance of the Nauru Co-operative Society as one of the few economic activities in which the Nauruans could gain experience in business management. Further information on the functioning and activities of the Society would be welcome.

59. Mr. JONES (Special representative for Nauru) explained that the Co-operative Society was a general store which sold goods imported from Australia, and mats, baskets and similar articles produced locally as a village industry. Small branches of the store run by volunteer workers had been established in each village, with a consequent reduction in the number of staff employed and the retail turnover at the main store. The Nauruans managed the Society with bookkeeping assistance from the government accountant. When the store had first been opened, it had not been run on really first-class business lines, but the government accountant's advice and assistance had brought about a considerable improvement.

60. In reply to a question by Mr. MAX (France), Mr. JONES (Special representative for Nauru) said that the Nauruans who had been reluctant to dispose of the land required to extend the airfield had now given their consent, although they had not yet been able to agree among themselves on the boundaries of the individual holdings. Once that was settled, the airstrip would be improved to international standards.

61. In reply to Mr. OBEREMKO (Union of Soviet Socialist Republics), who had asked for an explanation of the fact that on page 16 of the annual report the sums of £81,807 and £77,060 were both given as the royalties payable to or on behalf of the Nauruans for 1952-1953, Mr. JONES (Special representative for Nauru) said that he would give a full explanation of the figures at the following meeting.

62. In reply to further questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for Nauru) explained that the Administration had done everything to encourage the indigenous inhabitants to engage in fishing, and had

pointed out that they could earn a very good living by selling fish to the British Phosphate Commissioners and the Administration. Employment, however, was plentiful and the Nauruans preferred working for wages to earning a living by fishing, although sufficient fishing was carried on to meet the people's own needs.

63. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the provisions of the Lands Ordinance meant that phosphate-bearing land could be leased to the Phosphate Commissioners without the owner's consent.

64. Mr. JONES (Special representative for Nauru) replied that the normal procedure was for the owners of the land, the Commissioners and the Administrator to reach agreement on the leasing of the land. In no case had the indigenous owners been dissatisfied with the agreement reached. The legal position, however, would seem to be that while the Commissioners could not lease the land without the Administrator's approval, if the owner decided that he did not want to lease his land, it would be for the courts to determine whether or not his approval was being "unreasonably withheld", to use the terms of the Lands Ordinance.

65. Mr. OBEREMKO (Union of Soviet Socialist Republics) understood from that reply that the Lands Ordinance provided for the possibility of leasing land to the Phosphate Commissioners without the owner's approval as the result of a court decision based solely on the grounds that the owner's approval had been unreasonably withheld.

66. Mr. FORSYTH (Australia) stressed, with reference to some of the questions asked by the Indian

representative, that no special representative could properly be expected to reply to questions concerning the price of commodities or royalties in another Trust Territory. It was not the special representative's function to make such comparisons. He was there to supply factual information concerning the Trust Territory under consideration and he had done so in respect of the particular subject raised by the Indian representative.

67. The Council's task was to satisfy itself that the Administering Authority was carrying out the objectives of the Trusteeship System, in accordance with the terms of the Trusteeship Agreement. Provided that the Administering Authority was making adequate provision for the present and future welfare and advancement of the people of the Trust Territory, the details of the conduct of any given commercial enterprise were immaterial. He thought the Council was satisfied that Nauru was being properly administered and that the welfare of its approximately 300 families was being provided for as carefully and as fully as in any village community of comparable size anywhere in the world.

68. Mr. SINGH (India) replied that it was the Council's duty to see that the commercial interests of a Trust Territory were safeguarded. In the past, comparisons had been made between one Trust Territory and another and he felt that the Indian representative's questions and comments had been entirely justified. His delegation would reply in detail to the Australian representative at a later stage.

The meeting rose at 5.25 p.m.



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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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; United Nations Educational, Scientific and Cultural Organization; World Health Organization.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority (T/1111, T/1122, T/1125) (*continued*)

[Agenda item 4 (d)]

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

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (*concluded*)

1. Replying to a question by Mr. SCHEYVEN (Belgium), Mr. JONES (Special representative for Nauru) said that since the Administration's decision to bring into effect the new rates of wages recommended as a result of an inquiry made into the question, the British Phosphate Commissioners had taken action to bring the rates of pay of their employees into line with those paid by the Administration, so that the minimum wage paid to their employees would not be lower than that paid by the Administration.

2. Replying to a question by Sir Alan BURNS (United Kingdom), Mr. JONES (Special representative for Nauru) said that the adult male basic wage was determined by the cost of living for a family unit of man and wife; the adult female basic wage was 70 per cent of the male wage. The wages of juniors were also determined as a percentage of the adult male basic wage, the percentage varying according to age. Twice yearly, an officer appointed by the Administrator and assisted by Nauruan workers prepared an estimate of price

fluctuations of the products on which the cost-of-living index was based. Wages were adjusted accordingly, the adjustment applying to the first complete pay period after the new wage rates were decided upon. Family allowances were also periodically reviewed and adjusted so that the ration between them and the basic wage would remain constant. In the majority of cases, wages were higher than the basic wage, and in all cases there was provision for at least two salary increments.

3. In reply to several questions by Mr. DORSINVILLE (Haiti), Mr. JONES (Special representative for Nauru) stated that there were no provisions making it compulsory for indigenous workers to be employed under contract. Where contracts were entered into, as occurred with most employees of the British Phosphate Commissioners, they had to be approved by the Administrator. The Chinese and Native Labour Ordinance, as amended, applied to all workers, whether or not they were employed under contract, and the working conditions and rates of wages were the same for all.

4. Mr. DORSINVILLE (Haiti) felt that, in the circumstances, the Administration might consider making work contracts compulsory in order formally to safeguard the workers' rights.

5. Mr. JONES (Special representative for Nauru) said that the Administration considered it an advancement for a worker to be able to work without a contract if he so desired. Moreover, if there was a labour dispute, the worker who had no contract would cease work or he might be dismissed; if he had a contract, the dispute had to be settled by the competent authorities.

6. Replying to several questions by Mr. STRONG (United States of America), Mr. JONES (Special representative for Nauru) stated that the British Phosphate Commissioners had established an excellent hospital for the use of their employees; if the need arose, Nauruans could be accommodated there, just as the British Phosphate Commissioners' employees could, if necessary, be admitted to the hospital to be built by the Administration for the rest of the Nauruan people, numbering just over 1,700 persons. The latter hospital would fully meet all the needs of the Nauruan population, would be open to any person in need of medical care, and would provide care free of charge.

7. In reply to a further question by Mr. STRONG (United States of America), Mr. JONES (Special representative for Nauru) stated that when the housing programme had been completed, all requirements would be met and every family would be housed.

8. Mr. RIFAI (Syria) having asked further questions on the same subject, Mr. JONES (Special representative for Nauru) explained that the cost of the housing scheme was being met by the British Phosphate Commissioners, whom the Administration reimbursed by means of a charge of 9d. per ton against the cost of phosphates. Instead of paying the inhabitants war-damage compensation to rebuild their own homes, the Administration had decided that it would be better to undertake the building programme for them. He there-

fore assumed that the houses would become the property of the Nauruan people.

9. Mr. S. S. LIU (China) asked whether the housing programme included housing for Chinese workers, who, it would be recalled, were overcrowded.

10. Mr. JONES (Special representative for Nauru) replied that the Nauruan housing scheme was a special programme and had no relation to any housing accommodations provided by the British Phosphate Commissioners for their Chinese employees. He had observed on a recent visit that the Chinese workers were comfortably housed and, in particular, that the houses provided for married workers whose wives had recently arrived from China had been specially altered. A representative of the British Phosphate Commissioners had said that as soon as the company had obtained the agreement of Nauruan owners to the purchase of additional land, it would build more quarters for married Chinese employees, so that another group of Chinese wives could be brought over, the only difficulty being the lack of land.

11. In reply to further questions by Mr. S. S. LIU (China), Mr. JONES (Special representative for Nauru) said that he would furnish at a later time information about Chinese workers who had applied for re-entry into the Territory.

12. Young people who wished to enter apprenticeship to a trade were expected to have an education approximating that of the intermediate standard of education. They entered apprenticeship for a period of five years, in addition to the training which was given them in their particular trade. When the new secondary school was completed, some of the classes now given once a week would be available several evenings a week.

13. With regard to the position of Dental Officer, mentioned on page 25 of the annual report,¹ the Administration had advertised the position.

14. Replying to several questions by Mr. SINGH (India), Mr. JONES (Special representative for Nauru) stated that quite a number of Nauruans had very good battery radio sets and could listen to broadcasts from other countries, the Territory not having a broadcasting station of its own. The Administration had not so far considered the possibility of broadcasting over the Australian network special programmes for the Nauruan people in their own language. A programme of that kind would certainly be of value, but the Territory's population was very small and, besides, it would be hard to find anyone competent to broadcast in Nauruan.

15. The newspapers and periodicals which the Administration supplied to the Nauru Local Government Council included many United Nations publications, as well as newspapers and magazines of interest to the indigenous population. A good many Nauruans also subscribed to Australian, British and other publications.

16. Mr. SINGH (India) said that he was surprised that the indigenous inhabitants, who had access to those media of information and who had had compulsory education for over thirty years, did not, unlike the people of other countries, understand the functioning of a political system based on several parties, as the

special representative had told the Council at the 535th meeting.

17. Mr. JONES (Special representative for Nauru) replied that, generally speaking, the people were not interested in politics.

18. In reply to further questions by Mr. SINGH (India), Mr. JONES (Special representative for Nauru) said that the decrease in the numbers of Chinese workers seemed to be due to the progress of mechanization. Furthermore, as it was easier and more economical to import labour from the Gilbert Islands, greater use was made of workers from that region.

19. Mr. SINGH (India) requested further information on the number of rooms in the recently built houses. Citing the figures contained in appendix XX of the annual report, he pointed out that the number of Chinese and Gilbert and Ellice Island workers per room seemed to be rather large, and asked what the Administration's ultimate objective was in that respect.

20. Mr. JONES (Special representative for Nauru) replied that the new houses contained four rooms including a kitchen, with an adjacent area that could be used as a laundry. He pointed out that the figures on the number of inhabitants per room cited by the Indian representative included not only family quarters but also dormitories for single workers. The figure for Chinese or Gilbert and Ellice Island workers who were heads of families was about two or two and a half. The average for single workers was about 12 or 14 per large dormitory.

21. Mr. SINGH (India) noted that the annual report did not mention the average life expectancy of the Nauruan people; he hoped that that information would be included in the next report.

22. Mr. OBEREMKO (Union of Soviet Socialist Republics) recalled that, according to the report of the first United Nations Visiting Mission to Trust Territories in the Pacific (T/790, para. 59-60), the various ethnic groups were segregated, and that the legislation in force restricted their freedom of movement. He noted that the Administration had taken no action in that respect and asked whether it intended to repeal those legislative measures, against which the Trusteeship Council had expressed objections at its fifth session (A/933, p. 77).

23. Mr. JONES (Special representative for Nauru) said that the matter had been discussed with the people themselves, who had asked that the restrictions on freedom of movement should remain in force. It should be borne in mind that the restrictions applied primarily to immigrant workers. Most of them were there without their wives, and it might lead to trouble if they had free entry to the Nauruan villages after nightfall.

24. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked how the Nauruans had submitted their request and whether that request had been formally supported by the Local Government Council. He asked, further, whether the Chinese workers had also been consulted.

25. Mr. JONES (Special representative for Nauru) said that he did not know whether the Council had submitted a formal request. In any case, he would take the matter up on his return and would see that the indigenous inhabitants stated their position in an official document, provided that they had not altered their opinion. The Chinese immigrants had not been consulted

¹ See *Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953*, Commonwealth of Australia, 1953.

on the question because it was a matter to be decided by the Nauruans.

26. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the annual report gave the wage scale of the indigenous inhabitants, but no information with respect to Europeans. He requested comparative data on the wages of Europeans performing the same work as the indigenous inhabitants.

27. He also noted that the Chinese workers' daily ration, stated in shillings, was almost identical with that given to prisoners. He asked why those workers were kept on short commons.

28. Mr. JONES (Special representative for Nauru) had no information on the first point.

29. As to the Chinese workers' ration, it was no doubt that considered to be necessary for a human being. That was certainly the case with the prisoners, and the fact that the rations of prisoners and Chinese workers were similar did not mean that they were inadequate.

30. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the annual report indicated a rather high rate of infant mortality—115 per 1,000. He asked why the rate was so high and what steps the Administration was taking to reduce it.

31. Mr. JONES (Special representative for Nauru) said that as he was not himself a medical practitioner he could only refer to the information on the cause of infant mortality supplied by the report. Nevertheless, the medical services available to the Nauruan people were in no way deficient and everything requisite to reduce the infant mortality rate would certainly be done.

32. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that his last question had not been answered and hoped that the special representative would subsequently be able to supply the necessary information.

33. Mr. SERRANO GARCIA (El Salvador) asked whether the Territory had an orphanage and, if not, whether the Administration had taken any steps in that regard.

34. Mr. JONES (Special representative for Nauru) replied in the negative. There were very few orphans, and it was customary for the relatives of orphans, or even of destitute persons, to look after them. Nevertheless, the Administration had given assistance in one or two instances where help had been requested.

35. The PRESIDENT invited the members of the Council to ask questions concerning educational advancement in the Territory.

36. Mr. RIFAI (Syria), referring to the special representative's general statement on education (535th meeting), asked whether race was taken into consideration in the organization of classes.

37. Mr. JONES (Special representative for Nauru) said that there was no discrimination. The Chinese often preferred to have their children together in one school, and that also applied to the Nauruans. The Administration endeavoured to comply with their wishes, but made certain that the various schools moved forward on an equal footing. In any case, there was no planned segregation.

38. Mr. RIFAI (Syria) recalled that, according to the report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953 (T/1076, p. 11), a system of scholarships had been established to enable European children to study in Australia. He asked

whether that system, the cost of which was shared by the Administration and the British Phosphate Commissioners, still existed and whether a special fund had been created for the purpose or whether the money was taken from the Nauru Royalty Trust Fund.

39. Mr. JONES (Special representative for Nauru) said that so far as he knew no money had been used for the education of European children from any fund established for the benefit of the Nauruans.

40. Mr. RIFAI (Syria) requested further information regarding the post of Head Teacher of a Nauruan Primary School, referred to on page 29 of the annual report.

41. He also asked what progress had been made in the construction of the new secondary school.

42. Mr. JONES (Special representative for Nauru) said that the Head Teacher had taken up her duties in March 1954.

43. The construction of the secondary school would be completed not later than November 1954. A recent photograph of the building was available for inspection by the members of the Council.

44. Mr. RIFAI (Syria) requested information on the action taken by the Administration on the petition concerning education that the Local Government Council had discussed with the 1953 Visiting Mission (T/1076, p. 11).

45. Mr. JONES (Special representative for Nauru) said that the Administration had adopted most of the suggestions in the petition, such as sending Nauruans to Australia to continue their studies, better provisions for vocational training, and holding classes for apprentices.

46. Mr. DORSINVILLE (Haiti) asked when secondary education had been introduced in the Territory and the approximate number of Nauruans who had completed the course of secondary education.

47. Mr. JONES (Special representative for Nauru) said that before the war only primary education had been offered in the Territory. Some students had been sent to Australia for secondary education. Since 1951 there had been a gradual extension of secondary education by the formation of a higher class each year; there were at present four forms. At the end of the fourth form, qualified students could sit for the intermediate examination.

48. In reply to further questions by Mr. DORSINVILLE (Haiti), Mr. JONES (Special representative for Nauru) said that the term "graduated from secondary schools" was not quite accurate; secondary school education extended two years beyond the intermediate standard, and at the end of those two years students received the leaving certificate and were entitled to apply for entrance to a university. The programme currently in force in the Territory stopped at the intermediate stage; it would certainly be extended to the leaving-certificate level if the number of pupils made it worth while. Meanwhile, the Administration would continue to send pupils who wished to complete their education to Australia. Some 20 or 30 young Nauruans had returned to the Territory after completing secondary education in Australia or the Fiji Islands; it was from their ranks that the Administration had made a number of appointments to important civil service posts. Only one Nauruan, however, had continued to the stage of higher studies.

49. In reply to questions by Mr. STRONG (United States of America), Mr. JONES (Special representative for Nauru) said it was hoped that most of the eleven students at present abroad, who intended to take up posts as teachers, would have finished their training within two or three years; that the Administration referred to the Local Government Council for its views all plans contemplated for educational advancement; and that, so far as he knew, the Local Government Council was not only not dissatisfied with the present educational programme for Nauruans but had expressed its satisfaction at the frequent contacts it had had with the Director of Education.

50. In reply to further questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for Nauru) said that there was absolutely no difference between the curricula for European and for Nauruan pupils, although certain adjustments had to be made, especially in small classes, to allow for the initial lower level of certain indigenous children, particularly the children of immigrant workers. In any event, the classes worked towards the same objectives, and all pupils had the same opportunities of reaching the intermediate level. All costs relating to education were now met out of the Administration's budget. While he was unable to give exact information on the point, he saw no reason why the education given to Europeans should be more costly than education for Nauruans, since all children of school age, regardless of nationality, attended schools of the same type.

The meeting was suspended at 4 p.m. and resumed at 4.35 p.m.

GENERAL DEBATE

51. Mr. RYCKMANS (Belgium) recalled that at the previous meeting he had drawn the Administering Authority's attention to the possibility of acquiring some land where the Nauruans—who numbered hardly more than the population of a large village—could go when the phosphate deposits were exhausted. He wished to add one observation of a political nature: as the Local Government Council in effect exercised the functions of a municipal council and the Administrator usually respected its decisions unless they were inconsistent with the basic principles of civilization, he wondered whether it would not be possible to vest it with powers to make regulations, leaving the Administrator a right of veto. In practice, nothing would be changed, but the Nauruans' self-respect would be satisfied.

52. He asked the special representative to explain in his closing statement the administrative and financial position of the school conducted by the Catholic Mission.

53. Sir Alan BURNS (United Kingdom) said that in considering the annual report on Nauru the Trusteeship Council should bear in mind that the Territory was small and its inhabitants few, half of them workers who would leave the island when their contracts expired. It should not be forgotten, too, that although nature and man had hitherto combined to bring much good to the people of Nauru, that partnership would almost certainly be dissolved within a few decades. Accordingly, the question of independence did not arise in the same way for Nauru as for other Trust Territories in which the main objective was to foster national sentiment among stable peoples who would be called upon in due

course to take over the direction of their own affairs. In Nauru, the Administering Authority's duty was, while promoting the political, economic and social advancement of the Territory, to prepare the inhabitants to understand the very serious decision which the next, if not the present, generation, would certainly be called upon to take when the phosphate deposits were exhausted. The United Kingdom delegation was sure that the Administering Authority would be able to discharge that duty as satisfactorily as possible, as could be seen from UNESCO's report on educational activities (T/1125), from the various steps taken to improve the Nauruans' living standard and from the plans under consideration for training them in agricultural work in anticipation of their resettlement in a rural community.

54. The United Kingdom delegation had been struck by the political sense shown by the Nauruans in the elections. It wished to express its sympathy on the death of their Head Chief. It was pleased at the attendance of a Nauruan delegation at the second South Pacific Conference; that could not fail to bear fruit in the future.

55. He had listened carefully to the arguments suggesting that the British Phosphate Commissioners should publish separate accounts, and had come to the conclusion that the present arrangement should be continued, since it left the Commissioners the freedom they needed while at the same time enabling the Administering Authority to provide the Trusteeship Council with sufficient data or judge how faithfully the Administering Authority was fulfilling the Trusteeship Agreement.

56. Mr. STRONG (United States of America) said that, before making his delegation's observations, he wished to remark that it was not possible to compare, as had been attempted during the debate, the payments made to Nauruans from the phosphate operations with those made to the inhabitants of Angaur in the Trust Territory of the Pacific Island, because operating conditions were in many ways not comparable.

57. He emphasized the difference between the small island of Nauru and the other Trust Territory and the consequent differences in its pattern of development. Because of its phosphate deposits, Nauru was a relatively wealthy Territory; and at the present rate of operation it would continue to enjoy that source of wealth for another sixty-five to seventy years. The eventual exhaustion of the phosphate deposits, however, raised a difficult problem, which required detailed planning in Co-operation with the inhabitants. It was encouraging to note that the Administering Authority was working to find a solution and had already begun consulting the local people. As the Visiting Mission had pointed out, it was difficult so far to foresee any plan which would enable all the inhabitants to stay on the island after the phosphate deposits had been exhausted; however, the march of science held out some hope that that possibility need not be dismissed out of hand; and while his delegation had no specific recommendation, the Administration should be urged to continue its planning efforts in the closest consultation with the inhabitants. What was important for the time being was to give the inhabitants all the information necessary to make it clear to them that the Administering Authority was acting with foresight and that there was no question of compelling them to leave the island in the near future. In that connexion, the

United States delegation hoped that the Administering Authority would bear in mind the Visiting Mission's suggestion about the establishment of a capital fund for resettlement, and that in the meantime it would pursue vigorously its policy of training Nauruans in the political, economic, social and educational fields. In that way Nauru would some day become an outstanding demonstration of what could be achieved when the Administering Authority and the United Nations worked together to help an island people to adapt its traditional way of life to modern conditions.

Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of Nauru, withdrew.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure

[Agenda item 4 (c) and 5]

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

OPENING STATEMENT

58. Mr. JONES (Special representative for New Guinea) said that the annual report for 1952-1953² gave a complete picture of the general situation and of the progress effected during the year, and also dealt at length with labour, education, land ownership and other matters to which the Council had attached special importance during the examination of the previous report. The new map of the Territory had not been completed when the report went to press, but it would be posted on the Council display board, together with a map showing alienated areas, which had been requested by the United Nations Visiting Mission to Trust Territories in the Pacific, 1953. Changes in the administrative organization during 1952-1953 were described on page 30 of the report; the only major changes since 30 June 1953 had been the establishment of a Department of the Public Service Commissioner and a Department of Posts and Telegraphs.

59. As far as political advancement was concerned, peaceful penetration had been continued, and 1,393 square miles brought under the partial influence of the Administration. Between 30 June 1953 and 31 March 1954, four exploratory patrols and five follow-up patrols had been carried out to consolidate the Administration's influence. In that connexion, the murder of two patrol officers and two members of the Native constabulary, on 6 November 1953, had been deeply regretted; they had been carrying out a census in the Telefomin area, which had long since been explored and where the people had always been friendly towards the Administration's officials. The situation was now back to normal and no further trouble was anticipated.

60. Two new village councils had been proclaimed during the year under review, one comprising 27 villages

² See *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953*, Commonwealth of Australia, 1953.

with a population of over 6,000, and the other comprising 18 villages with a population of 3,400. No new councils had been proclaimed since 30 June 1953, but in the New Britain area two councils, the Raluana-Vunamami Council and the Reimber Council, had taken in several new villages. The Rabaul Council had proceeded with the development of the 1,000 acres of land granted to it on a ninety-year lease: accommodation for 100 people had been built; 75 acres, half of which was now under gardens, had been cleared; and 500 acres had been prepared for cocoa cultivation.

61. The indigenous inhabitants had reached very varied stages of evolution, and their political advancement was governed by their capacity to accept responsibility for the management of their own affairs. The Administration was giving the people every encouragement and assistance, particularly in the more advanced areas, but it was unlikely that any spectacular progress would be witnessed for some considerable time. In earlier reports, mention had been made of indigenous tribunals which, while they had no statutory authority, were recognized by the Administration, and it had been recommended in the Council that those jurisdictions should be officially recognized by the Administration. He wished to assure the Council that the matter was receiving consideration.

62. During the period covered by the report, many appointments had been made to the Public Service and many positions had been occupied. Recruiting was being continued, and the Administration had approved plans for engaging technical staff, particularly in the Departments of District Services and Native Affairs, Health, Education, Agriculture, Stock and Fisheries, and Lands Surveys and Mines. At present, the number of indigenous employees of the Administration, excluding labourers, totalled 3,250. Legislation was being prepared for setting up an auxiliary division of the Public Service for indigenous people. The division would be essentially a training division and would prepare indigenous inhabitants for higher divisions of the Public Service. The work of the auxiliary division would ensure greater participation by the indigenous people in the administration of the Territory, and would greatly contribute to developing their capacity for self-government. Plans had also been made to extend facilities for the administrative training of non-indigenous inhabitants either for higher positions within the service or for specialization with a view to transfer or advancement.

63. With regard to economic advancement, he reminded the Council that at its twelfth session it had recommended the Administering Authority to adopt a co-ordinated development plan covering a period of five or ten years (A/2427, p. 95). His Government had always aimed at the development and conservation of the Territory's national resources, the provision of adequate communications, and the improvement of the indigenous inhabitants' living conditions. To achieve those purposes, the Administration prepared and implemented, as circumstances permitted, detailed plans for particular activities. It considered that it was thus carrying out the Council's recommendation in the wisest possible manner.

64. Since civil administration had been restored in October 1945, more than 28 million³ pounds had been

³ Unless otherwise indicated, figures used during the discussion on New Guinea refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

spent in the reconstruction and administration of the Territory. He had promised that a breakdown of that figure would be included in the present annual report, but the full information required had not been available when the report was printed. However, on the information available, about 8 million pounds had been spent on reconstruction, and administrative and other expenditure, including maintenance, equipment for hospitals, schools and offices, amounted to about 20 million pounds.

65. Between 30 June 1953 and 31 March 1954 the number of companies incorporated as local companies had increased from 109 to 125, with an aggregate nominal capital of about £9,400,000. During the same period, the number of foreign companies had increased from 54 to 66, with capital of nearly £110,500,000. A modern plywood factory, built by a company in which the Government held 500,001, of the 1 million shares, had commenced production at Bulolo. When in full production, the factory would add about 5 million pounds to the Territory's external trade. The Administration's policy was that all sections of the community should be associated in the country's economic development; and the expansion of indigenous industry, mainly through co-operatives, was particularly noteworthy. For the past three years, volunteers from villages in the Gazelle area had been undergoing training at the experiment station at Keravat, where they learned all the phases of cocoa cultivation and marketing. With the support of the district commissioner and the technical assistance of the Department of Agriculture, the people had planted about 750,000 cocoa trees; production had been 15 tons in 1952-1953 and would rise to about 100 tons in 1953-1954. The cultivation of rice and of copra had also given most encouraging results.

66. The external trade figures for 1952-1953 showed that there had been a steady improvement in the economic position: the excess of exports over imports reflected the results of rehabilitation and development since the war. With the exception of timber, all major primary exports had increased as compared with previous years, and there was an increase in the range of exports, reflecting a diversification of the economy. Copra was still the most important export item, and on 1 January 1954 its price had been increased £ sterling 5 per ton, which would mean a gain to the Territory of some £475,000.

67. The Land Development Board, which had been established in March 1952, had been reconstituted following the adoption of a programme of subdivision of the better types of land into optimum productive areas for settlement. In addition to the land intended for planting, settlers would be granted sufficient land for food production, the running of a few head of cattle and other household requirements. Indigenous inhabi-

tants who so desired were, of course, able to obtain land under the programme. It was hoped that implementation of the programme would make for a better and more balanced development of the Territory.

68. Expenditure on capital works and services had increased by approximately £47,000 over the previous year. Since 30 June 1953, five school buildings, five bridges, 34 residences and seven other buildings had been completed. Works under construction at 31 March 1954 included the general hospital at Lae, one school, five bridges, four wharves, four office buildings, 106 houses and nine other buildings.

69. As regards social welfare, the hospital-building programme for Lae, Wau, and Aabaul, the opening of four new infant and maternal welfare clinics and the establishment of 48 new village dispensaries should be mentioned. In the rural areas the social structure of the indigenous people was such that social welfare problems did not arise.

70. In the field of educational advancement, the teaching staff had increased from 82 to 97 between 30 June 1953 and 31 March 1954. At the end of 1953, the Administration had instituted a system of scholarships to enable indigenous students from Papua and New Guinea to attend secondary schools in Australia. Twenty scholarships had been granted in 1954, including six to students from the Trust Territory. It was anticipated that the scheme would continue until secondary education facilities were available in the Territory.

71. The Education Advisory Board, constituted in 1952, had held two meetings, the outcome of which had been the adoption of an eight-year period of primary schooling, followed by a post-primary course of three years and a two-year secondary course. From the third year of schooling, English would be used exclusively as the language of instruction. A plan had been adopted to accelerate the training of indigenous teachers and to increase their numbers; it involved a two-year reduction in the training period and was strictly temporary. In 1955, about 100 students would follow the courses provided under the plan.

72. The Administration was doing what was necessary to make the work of the United Nations and of the specialized agencies known to the indigenous inhabitants. He felt sure that, after further discussions with the Department of Public Information of the United Nations, arrangements could be made to obtain suitable material for spreading such information among the people of New Guinea. Significant days sponsored by the United Nations were publicized among the indigenous population by broadcasts and newspaper articles.

73. He was ready to provide any additional information or clarification which members of the Council might desire.

The meeting rose at 5.30 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Friday, 18 June 1954,
at 2.30 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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; United Nations Educational, Scientific and Cultural Organization; World Health Organization.

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territories of Nauru and New Guinea, took a place at the Council table.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority (T/1111, T/1122, T/1125) (continued)

[Agenda item 4 (d)]

GENERAL DEBATE (continued)

1. Mr. S. S. LIU (China) considered that planning for the resettlement of the Nauruans when the phosphate deposits on the island had been exhausted was the most urgent problem confronting the Administration. Under the guidance of the Administration, the inhabitants should be progressively prepared for resettlement. The proposal of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, for a fund for that purpose (T/1076, p. 6) should be carefully studied.
2. The Administration should continue to foster the participation of Nauruans in the political and administrative life of the Territory by fulfilling its promise to confer wider powers on the Nauru Local Government Council, and by admitting increasing numbers to senior posts in the administrative services. Its desire to prepare the Nauruans for administrative work had been shown by the granting of more scholarships for higher studies abroad.
3. China was concerned at the retention on the statute books of corporal punishment as the penalty for two offences, and urged its abolition in accordance with the

recommendations of the Council and the resolutions of the General Assembly.

4. The Administration should also grant the very reasonable request of the Nauru Local Government Council for separate information on the financial operations of the British Phosphate Commissioners.

5. The improvement in medical and health services was gratifying, as was the new housing scheme. The Administration should, however, relax existing restrictions regarding the admission of more Chinese families to the island and consider favourably the applications of former Chinese workmen for re-employment. There was, moreover, no justification for restricting freedom of movement on the island and the Administration should revise all discriminatory legislation and discourage practices with similar features.

6. Educational advancement in Nauru had been impressive, particularly the establishment of the Education Advisory Committee, which should lead to better co-ordination in educational planning. As henceforward the Administration was to bear the whole cost of education, instead of drawing on the Nauru Royalty Trust Fund, figures on total expenditure for education should appear in future annual reports.

7. Mr. MAX (France) emphasized the futility of pressing for extensive political, legal and administrative machinery out of all proportion to the needs of Nauru or the size of its population. Apparently, the Administration was completing the basic training of the Nauruans in self-government, which they could be expected to attain in the very near future. The Council should be satisfied with that progress.

8. The resettlement problem was more urgent; steps should be taken immediately to find a suitable tract of land in one of the territories under Australian control. In view of the aptitude shown by the Nauruans for work in administration and industry and of their lack of interest in agricultural pursuits, the Administering Authority might well consider employing qualified persons in the Administration of New Guinea.

9. The Administration's report on the construction of a new hospital and a satisfactory solution of the question of the airport was gratifying to the French delegation; in general, it considered that good progress had been made during the year covered by the annual report.¹

10. Mr. DORSINVILLE (Haiti), conceding that the Nauruans were more fortunate than the people of many other Trust Territories, felt that the Council's primary concern should be the resettlement of the islanders when Nauru became unproductive. The time factor should be borne constantly in mind, and it was hoped that the next annual report would contain specific details regarding the selection and acquisition of an appropriate site for resettlement. The report should also provide more data on the results of the study undertaken by the Commonwealth Scientific and Industrial Research Organization regarding the possible agricultural development of Nauru.

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

11. Haiti was also concerned at the restrictions placed on the movement of indigenous and immigrant workers, in violation of human rights, and at the continued imposition of corporal punishment for certain offences. Both phenomena should be eradicated in accordance with the recommendations of the Council and the resolutions of the General Assembly.

12. To accelerate educational advancement, the Administration should ensure that secondary studies were continued up to the school-leaving-certificate stage.

13. Mr. SERRANO GARCIA (El Salvador) suggested that the political awareness of the Nauruans could best be developed by sustained pre-electoral propaganda on the part of the Administration, designed to explain the requirements to be met by candidates for public office and by voters. The Nauru Local Government Council should be given wider powers, enabling it to participate in the administration of the Territory and, as the Visiting Mission had recommended (T/1076, p. 4), its functions and duties should be fully explained to the inhabitants. Qualified Nauruans already in the Administration should be admitted in greater numbers to important administrative posts at present held by Europeans, and steps should be taken to prepare the Nauruans generally for more active participation in the administration.

14. The only constructive approach to the problem of resettlement when the natural resources of Nauru were exhausted lay in educating the people so that, when the emergency arose, and even before, they could emigrate to other areas with full confidence in their ability to earn a livelihood. To alleviate the current high cost of living, the Administration should give favourable consideration to increasing the phosphate royalties assigned to the Nauruans.

15. The Administration was to be congratulated on the success of its housing scheme and on the excellent progress it had made possible in the field of education. On the other hand he deplored the survival of corporal punishment, the unnecessary difficulties caused to the owners of land expropriated for purposes of building an airport, and the ordinance restricting the freedom of movement of indigenous and Chinese workers. He hoped that the ordinance in question would shortly be revoked.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda item 4 (c) and 5]

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE

16. Mr. ROBBINS (United States of America) asked the special representative why no Native village council had been established on the mainland, and to what extent local inhabitants had been active in stimulating interest among their compatriots in the village council as a local institution.

17. Mr. JONES (Special representative for New Guinea) explained that the people of the mainland did not feel ready to accept responsibility for transforming

the existing unofficial council into an official village council. Specialized officers were assisting the district staff in setting up unofficial councils in many areas, and it was hoped that, with their guidance, those unofficial bodies would be trained to accept full responsibility. Local people were generally selected to promote enthusiasm for community development schemes; those with experience in pilot projects, such as that at Tabar, were used in other areas.

18. In reply to a further query from Mr. ROBBINS (United States of America), Mr. JONES (Special representative for New Guinea) said that the Administration was attempting to enhance understanding of New Guinea's legislative processes by means of lectures to village councils and by including informative material in school syllabi. A select committee had recommended that some of the more advanced leaders in the Territory should be permitted to attend meetings of the Papua and New Guinea Legislative Council as observers, without right to vote, and the recommendation was now being considered.

19. In reply to Mr. RYCKMANS (Belgium), Mr. JONES (Special representative for New Guinea) explained that the enumeration of persons contacted in areas under Administration control was not, strictly speaking, a census, but that efforts to obtain demographic data on the Territory would be vigorously pursued.

20. After expressing satisfaction regarding the extent of New Guinea representation in the Legislative Council and the establishment of two new village councils, Mr. RYCKMANS (Belgium) inquired about the nature of the land acquired by the Vunamami Council.

21. Mr. JONES (Special representative for New Guinea) replied that the land was desirable for a pig-breeding and fowl-breeding project, which was part of the agricultural syllabus. It was close to the school and had been acquired in the usual way on a ninety-nine-year agricultural lease. It was Administration land.

22. Mr. RYCKMANS (Belgium) then drew attention to the problem arising from the definition of alienation in the Nationality and Citizenship Act. Under that definition, an alien who was neither a British subject, an Irish citizen nor an Australian protected person could not vote.

23. He further pointed out that only judges of the Supreme Court were professional judges; all other judicial functions were exercised by Administration officials. That situation should be gradually improved with a view to establishing a separation of powers. Attention should also be given to the anomaly brought about by the apparent contradiction between the Laws Repeal and Adopting Ordinance and the Native Administration Regulations. The Regulations provided for courts for Native affairs, presumably to replace the customary indigenous tribunals, while the Ordinance stated that tribal institutions, such as the customary tribunals, should continue to be recognized provided they were not repugnant to the general principles of humanity.

24. Mr. JONES (Special representative for New Guinea) replied that the customary tribunals were recognized administratively, and that the new courts for Native affairs were intended to supplement them.

25. Mr. RYCKMANS (Belgium) emphasized that tribal institutions such as the customary indigenous

tribunals were perfectly valid and should be fully recognized and granted statutory powers.

26. Mr. PIGNON (France) drew attention to the 1953 Visiting Mission's comment that it failed to see why the district commissioners should not be entrusted with the important task of setting up the village councils (T/1078, p. 6). It would be interesting to know what the special representative thought of the Visiting Mission's comment and whether he still considered that only specialists were capable of setting up the village councils.

27. Mr. JONES (Special representative for New Guinea) said that, in his opening statement at the twelfth session (471st meeting), he had endeavoured to make it quite clear that the political development and stability of the indigenous population were the full responsibility of the administrative staff, particularly the district commissioner; Native Authorities officers were available to advise him in that particular sphere of his work. The district commissioners had many duties and responsibilities and could not always give the full time necessary to setting up the village councils. When special officers were posted to a district they became members of the district commissioner's staff and worked under his instructions. Some of the unofficial councils on the mainland had been brought to the stage where they were almost ready to become official councils. The preparatory work had all been carried out by the district administrative staff. Special officers had been posted to the area only to assist the district commissioner in the final stage of the work.

28. Mr. PIGNON (France), recalling his experience as a member of the 1953 Visiting Mission, paid a glowing tribute to the Australian administrative officials in New Guinea; it had seemed to him that the district commissioners were particularly qualified for political work, such as setting up the village councils. While they admittedly had a great deal to do, it might be better for them to concentrate primarily on the political side of their work and to leave the details of day-to-day administration to their subordinates.

29. The Visiting Mission had suggested that in the interior of New Guinea, which had been cut off from the rest of the world for centuries, the Administration might be able to devise new forms of political organization rather than conforming to the conventional political patterns which had to be adopted in many other regions (T/1078, p. 6). He would like to hear the Administering Authority's comments on that suggestion.

30. Mr. JONES (Special representative for New Guinea) replied that the Administering Authority had noted the suggestion. A highly qualified district commissioner had been appointed to the area concerned. He was making a study of any indigenous institutions peculiar to the area and a decision would be taken subsequently as to the best approach to the preparatory work of providing the people with some form of local government.

31. In reply to a further question by Mr. PIGNON (France), Mr. JONES (Special representative for New Guinea) said that the village council on the Island of Baluan was making even better progress than the Administration had anticipated. A number of the other islands in the area which had not been connected with the Paliu movement had joined the council.

32. Mr. PIGNON (France) welcomed the news of the establishment of the auxiliary division of the Public Service. Further information would be welcome.

33. Mr. JONES (Special representative for New Guinea) said that there was little he could add to what he had said in his opening statement (537th meeting). The Administration intended to give the indigenous inhabitants who qualified for entry every opportunity. They would have access to the Public Service Institute and to all the lectures, and would be on exactly the same footing as European officers. Their opportunities for advancement would be approximately the same. In addition, the Administration intended to enable indigenous inhabitants or other residents of the Territory who had the necessary qualifications to enter the higher divisions directly without going through the auxiliary division.

34. In reply to a question from Mr. DORSINVILLE (Haiti), Mr. JONES (Special representative for New Guinea) confirmed that members of the Executive Council held office "during the pleasure of the Governor-General" (annual report, p. 21). They were appointed from among the permanent heads of departments; their number had recently been reduced.

35. Mr. DORSINVILLE (Haiti), noting that the Administering Authority had reported finding intelligent and energetic men to serve in the Native local governments, asked whether an increase in the number of indigenous members of the Legislative Council was contemplated.

36. Mr. JONES (Special representative for New Guinea) said the Administering Authority believed that at the present stage in the political development of the indigenous inhabitants of the Territory no good purpose could be served by adding to the number of indigenous members of the Legislative Council. The Administering Authority had every intention of encouraging the political advancement of the people but believed that their education should proceed through a logical sequence of practical measures, beginning with the establishment of village councils, then of area councils and later, perhaps, of regional councils. When the last stage had been reached, the Administering Authority was confident that a real contribution to the government of the Territory would result from the election of indigenous councillors to the Legislative Council. The experimental appointment of the three indigenous members had shown without a doubt that the time was not yet ripe for their participation in the legislative function, although it could not be denied that the experience had been very valuable to them personally. In that connexion, the Administering Authority was contemplating the appointment of indigenous observers to the Legislative Council in order to promote the political education of the people.

The meeting was suspended at 4.5 p.m. and resumed at 4.40 p.m.

37. In reply to a question from Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) stated that there had been no actual diminution in the size of the Territory's population. The number of persons recorded in the village registries had in fact risen from 864,000 to over 967,000. Estimates for the areas not yet brought under Administration influence, which were arrived at mainly from air reconnaissance and exploratory patrols, had been revised to a lower figure.

38. Mr. OBEREMKO (Union of Soviet Socialist Republics) referred to the administrative union established between Papua and New Guinea by the Act of 1949-1950, and asked whether there was any difference in the Administering Authority's policy towards the

Trust Territory of New Guinea and the Colony of Papua.

39. Mr. JONES (Special representative for New Guinea) said that although New Guinea was a Trust Territory and Papua a colony, his Government pursued an identical policy towards both. It extended the benefit of the special obligations it had undertaken towards New Guinea under the Trusteeship Agreement to Papua also. Nevertheless the two territories remained distinct and the boundary between them was respected in the determination of administrative districts.

40. In reply to a further question from Mr. OBEREMKO (Union of Soviet Socialist Republics) concerning the surprise attack on an Administration patrol in November 1953, Mr. JONES (Special representative for New Guinea) said that the case was at present before the courts; a full report on it would be placed before the Council at the conclusion of proceedings.

41. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked how the non-official members of the Legislative Council were appointed.

42. Mr. JONES (Special representative for New Guinea) said that the names of potential mission representatives were put forward at the annual meeting between the Administration and all the missions in the Territory. The indigenous members were selected from lists submitted by district commissioners after consultation with the commissioners and others, including representatives of the indigenous people themselves. The other non-official members, who in general represented commercial interests, were selected after consultation with the various commercial undertakings. If there was no reason why the persons named should not be appointed to the Council, the nominations made by the various bodies were then accepted by the Administering Authority and the appointments duly made.

43. Mr. OBEREMKO (Union of Soviet Socialist Republics) considered the representation of the indigenous population on the Legislative Council to be inadequate. The number of indigenous members should be increased, and they should be elected by the indigenous population and not selected from lists compiled by officials. It was clear from the fact that lists of suitable persons were submitted that there existed sufficient material from which to draw a greater number.

44. He asked what stipulations governed the initiation of legislative activity by the non-official members of the Legislative Council.

45. Mr. JONES (Special representative for New Guinea) said that the relevant ordinance provided that any member of the Council might introduce a measure for the Council's consideration. He could say from personal experience that private bills had been put before the Council; so far none had been introduced by the Council's indigenous members.

46. In reply to a further question from Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) said that the town and district advisory councils, which were non-statutory, were composed entirely of non-indigenous inhabitants because they dealt exclusively with the non-indigenous aspect of the matters which came within their purview. Similarly the village councils, which were composed entirely of indigenous inhabitants, dealt with matters which were principally of interest to the indigenous population. The interests of the section of the population which was not represented were in both cases protected and provided for. Provision had been made in the Papua and New Guinea Act of 1949-1950

for the establishment of statutory district organs in which both the indigenous and the non-indigenous sections of the population would be represented.

47. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that the special representative's statement did not correspond to the actual situation since, as it was to be seen from the annual report of the Administering Authority, the district and town advisory councils dealt with matters directly affecting the indigenous inhabitants, namely, education, health, conditions of employment of indigenous labour, etc.; yet in spite of that fact the indigenous inhabitants were excluded from participation in those councils under the false pretext that their interests were not affected by the activity of the councils. He further stated that the interests of the indigenous population were not protected, since they were not represented on those bodies.

48. He asked why the jury system was not applied in criminal trials involving indigenous inhabitants.

49. Mr. JONES (Special representative for New Guinea) said it was considered that the development of the indigenous people was not yet sufficiently far advanced to warrant the introduction of the jury system of trial. In present circumstances the Administering Authority believed that the system in force was more workable and more satisfactory. The annual report explained in detail why that was so.

50. Mr. OBEREMKO (Union of Soviet Socialist Republics) stated that in that case the Administration's claim that the principle of equal treatment for all in the courts was consistently observed throughout the Territory was in fact without foundation.

51. Mr. BHANDARI (India) commended the Administering Authority for having decided to create the auxiliary division, which would offer a permanent career in the Public Service to indigenous people. He would like to know whether any indigenous inhabitants were employed in senior administrative posts.

52. Mr. JONES (Special representative for New Guinea) replied in the negative. The indigenous inhabitants were employed as clerks, teachers, medical assistants, drivers, assistant draughtsmen and so on. The auxiliary division would enable those who had reached a certain standard and showed promise to improve their qualifications so that they could pass the entrance examinations for the higher divisions.

53. Mr. BHANDARI (India) expressed satisfaction with the fact that the Administering Authority had taken into account the Council's request that indigenous inhabitants should be allowed to attend meetings of the Legislative Council as observers (A/2427, p. 87). His delegation was also glad to note that some indigenous members of the Native councils would be allowed to participate in the Legislative Council's debates, without the right to vote. He hoped that that plan would be put into effect soon.

54. It might help to promote the political education of the indigenous inhabitants to have one or two indigenous nominated members on the town advisory councils, possibly without voting rights.

55. Mr. JONES (Special representative for New Guinea) said that the town advisory councils discussed only non-indigenous questions. Nevertheless, the participation of indigenous members would probably further their political education, and he took note of the Indian representative's suggestion.

56. In reply to a further question by Mr. BHANDARI (India), Mr. JONES (Special representative

for New Guinea) said that the judiciary was composed entirely of Europeans. No indigenous inhabitants or persons other than Europeans had qualified as barristers or solicitors.

57. Mr. BHANDARI (India) referred to a statement allegedly made by an indigenous member of the Legislative Council advocating the integration of New Guinea with Australia. It would be interesting to know whether the statement had in fact been made and what the Administering Authority felt about such a statement from a schoolteacher and member of the Legislative Council.

58. Mr. JONES (Special representative for New Guinea) knew nothing about the statement in question. Possibly the person concerned had been so contented with the Administering Authority's administration that he wished for a closer form of association.

59. In reply to a question by Mr. SERRANO GARCIA (El Salvador), Mr. JONES (Special representative for New Guinea) said that all 26 cadet-patrol officers had completed the course for entry into the Department of District Services and Native Affairs. They had all been posted to various stations, but he could not say how many had been posted to stations in the Trust Territory. There had subsequently been a further intake of cadet-patrol officers.

60. In reply to a further question by Mr. SERRANO GARCIA (El Salvador), Mr. JONES (Special representative for New Guinea) emphasized that on the very rare occasions when corporal punishment was inflicted, a light cane or strap was used. The punishment was no more severe than that meted out to disobedient children by their parents. It was the disgrace that counted rather than the severity. In every case the senior officer of the prison, a European medical officer and a senior officer of the Department of District Services and Native Affairs had to be present to ensure that the punishment was inflicted in strict accordance with the rules.

61. Mr. SERRANO GARCIA (El Salvador) noted that treason was one of the offences punishable by death. The concept of treason was quite clear in a sovereign State, but it would be interesting to have some information about its interpretation in a Trust Territory.

62. Mr. JONES (Special representative for New Guinea) replied that he was not in a position to give that information immediately. He would make inquiries.

63. In reply to a question by Mr. TARAZI (Syria) concerning the restricted areas, Mr. JONES (Special representative for New Guinea) explained that the areas in question had not yet been penetrated. The indigenous inhabitants in those areas were very primitive peoples still living in the Stone Age. It had been hoped that all the areas would be penetrated by the end of the year, but that now seemed unlikely. In any event, the whole Territory should be under control within a year or two.

64. The statement in the Secretariat working paper on conditions in the Territory (T/L.473) that entry into such areas was prohibited except to Natives, officers of the Administration or persons who received permits from the Administration was rather misleading, as no permits were issued for entry into the restricted areas. The first people to enter the areas were experienced officers of the Department of District Services and Native Affairs. They were often accompanied by officers of the Department of Health and were in all cases examined to make sure that they were not carry-

ing any disease which could be transmitted to the indigenous population. Pending the time when the areas could be brought under control, the most the Administration could do was to protect the inhabitants from introduced diseases.

65. In reply to a number of questions by Mr. TARAZI (Syria), Mr. JONES (Special representative for New Guinea) explained that in appointing the indigenous members on the Legislative Council the Administration was influenced by the signs of leadership the individuals concerned had shown among their own people and not by social position or the ability to read or write English. All the members of the Council were given every opportunity to debate any bill to the fullest extent and to ask all the questions they wanted. On no occasion had the official majority in the Council exercised its prerogative of cutting short the debate.

66. The total salaries of indigenous and non-indigenous officials were given in appendix XVII of the annual report, which also showed the numbers employed in the various trades and occupations and their average wages. It should be noted that the figures given were the monthly wage. In addition, the workers and their families, if they accompanied them, received accommodation, rations, clothing, equipment, hospital service and their fares to and from their place of employment.

67. A permit was required for immigration. Applicants must give some reason for wanting to enter the Territory and show proof of employment or the possession of sufficient funds to enable them to return to Australia should they fail to find employment.

68. In reply to a question by Mr. TARAZI (Syria) on the judicial system as it applied to the indigenous population, Mr. JONES (Special representative for New Guinea) said that the Administering Authority was giving consideration to the statutory recognition of indigenous tribunals, which were at present recognized administratively only.

69. In reply to a further question by Mr. TARAZI (Syria), Mr. JONES (Special representative for New Guinea) explained that the term "persons of mixed blood", used by the special representative in his opening statement, referred to persons of mixed descent who were not defined as Natives under the Ordinance.

70. Mr. TARAZI (Syria) felt that the special representative's reply reflected a regrettable tendency.

71. It would be interesting to know whether the special representative considered that, in its existing form, the administrative union with Papua was in conformity with the Trusteeship System.

72. Mr. JONES (Special representative for New Guinea) felt that it would not be correct for him to reply to that question, which was under consideration by the Standing Committee on Administrative Unions.

73. Mr. TARAZI (Syria) quoted statements by two Australian Members of Parliament, Mr. Anthony and Mr. Robertson, which had been reported in the *South Pacific Post* published at Port Moresby, one deploring the fact that Australia had allowed New Guinea to become a Trust Territory after the war and the other suggesting that Australia should take it back and nationalize some of the land belonging to the indigenous population. He would like to hear the special representative's opinions on that subject.

74. Mr. LOOMES (Australia) said that he did not feel that the special representative should be called

upon to comment on the Syrian representative's remarks. New Guinea was a Trust Territory administered by Australia under the terms of the Trusteeship Agreement approved by the United Nations and, as such, it would be administered in accordance with the Agreement and with the Trusteeship System.

75. Mr. TARAZI (Syria) noted that statement and reserved his right to comment further during the general debate.

76. In reply to a question by Mr. SCOTT (New Zealand), Mr. JONES (Special representative for New Guinea) explained that the public service branch, which had been a branch of the Department of the Government Secretary, had recently been raised to departmental status. The Public Service Commissioner had full responsibility for the administration of the

Public Service, including the right to make policy recommendations, although all matters of policy were naturally discussed with the Administrator and then referred to the Minister for Territories.

77. Mr. S. S. LIU (China) said that he did not understand why the Administering Authority was so insistent on retaining corporal punishment despite the requests to the contrary by the General Assembly and the Trusteeship Council. If the punishment was light, its deterrent effects must be very small.

78. Mr. JONES (Special representative for New Guinea) replied that the indigenous population attached the greatest sense of shame to corporal punishment. It was in fact a very effective form of punishment and that was why it had been retained.

The meeting rose at 6.5 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territories of Nauru and New Guinea, took a place at the Council table.

Examination of conditions in the Trust Territory of Nauru: annual report (T/1111, T/1122, T/1125) (continued)

[Agenda item 4 (d)]

GENERAL DEBATE (continued)

1. Mr. RIFAI (Syria) said that one of the problems confronting the Territory of Nauru was its future. The Charter spoke not only of the material advancement of the peoples of the Trust Territories but also of their national aspirations. The question arose whether, in the case of Nauru, the people could achieve independence. It seemed generally agreed that another home had to be found for the inhabitants, but mere hopes were not enough if no action was being taken.

2. He therefore proposed that a special committee should be established to solve the problem of the future of the Nauruans. The Administering Authority could provide that body with all the necessary information so that it would not have to go to the Territory. He would await the Council's reactions before enlarging on his proposal.

3. Turning to the political, economic and cultural advancement of the inhabitants, he pointed out that, although illiteracy was relatively rare and modern medical services were available to all the inhabitants, there was still much to be done. Nauruans did not participate in the executive or legislative functions of the government. The Nauru Local Government Council acted only in an advisory capacity. The special representative of

the Administering Authority himself had stated (535th meeting) that additional powers would be given to that body when it became competent to exercise them. That statement clearly indicated that the Nauruans had not advanced far politically. The participation of Nauruans in the Administration was also inadequate. Although some indigenous inhabitants had recently been appointed to senior positions, the special representative had stated that those appointments did not mean that the persons concerned had reached the necessary standard of experience and education. The Administration had pointed out that the advancement of the inhabitants depended on their natural abilities. In that connexion he recalled that the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had stressed the competence of the members of the Local Government Council and the interest which they had shown in carrying out their duties (T/1076, p. 3).

4. The slow rate of advancement of the Nauruans was, however, surprising in view of the absence in the island of many difficulties encountered in the other Trust Territories. There were no great distances to be traversed and no isolated areas. Furthermore, the island was extremely rich; it contained, according to estimates, about 90 million tons of phosphate. The Agreement of 1919 had provided that the expenses of the Administration could be defrayed from the proceeds of the sale of phosphates. Thus the Nauruans themselves could not be held responsible for the slowness of their advancement.

5. With regard to the phosphate industry, the selling price of the mineral had no bearing whatsoever on any payments made to the Nauruans or for administration purposes. The phosphate was sold at cost. Hence there was good reason for re-examining the payments made by the phosphate industry towards the advancement of the population. Under the current system, the costs of the Administration could not be a very heavy burden on the phosphate industry. He had still no detailed information on the matter, but he hoped to secure sufficient data to revert to it. At all events, not only was Nauru no burden on the Administering Authority but the people were reaping only small benefits from the phosphate industry, particularly when the progress which it still had to make was considered. In that connexion he agreed with those representatives who felt that the Administration should allocate larger sums for education.

6. Mr. MUNRO (New Zealand) observed that the population of Nauru was about 3,000 and that the Council had already devoted several days to that Territory, giving it as meticulous consideration as, for example, Tanganyika with its 8 million people. According to the 1953 Visiting Mission, the Nauruans were only a small community and could not be considered as a potential State; the Mission had added that the Nauruans had services exceeding by far those of any other community of similar size (T/1076, p. 2). Responsibility for the development of Nauru had been assigned to Australia, an outstanding democracy. He recalled the advantages which the Nauruans enjoyed in education and

social security. They were not subject to direct taxation. There were very few indirect taxes. Since 1951 the basic wage had been raised from £100 to £236 10s.¹ Considering the other material advantages enjoyed by the population, it would be seen that they lacked for nothing. Furthermore, the Nauruans had an Administration in which they were participating on an increasing scale and which cost them nothing. Few peoples were so privileged. It had, however, been asserted that the Nauruans did not receive an adequate return for the exploitation of the phosphates. Such contentions should be treated with caution. There was no reason for believing that the provision voluntarily made by the British Phosphate Commissioners would be less generous in the future. The special fund established to help the people would amount to £1,330,000 in fifty years, and the royalty rate had already been more than doubled in the first three years of its institution. The real problem confronting Nauru was of a social and moral nature. The Nauruans had to adjust themselves to modern civilization. The Administering Authority was wise in not undertaking such adjustment with undue haste.

7. The Indian representative had asked whether there were political parties in the island; the Polynesians approached political problems in their own way and saw no need to organize parties.

8. With regard to the publication of the accounts of the British Phosphate Commissioners, he believed that the Council was fully entitled to information concerning phosphate production, its destination and value and to a knowledge of working conditions. The Commissioners should not, however, be asked for details of the confidential accounts of the enterprise concerned, particularly as it exploited deposits in other areas and such disclosures might harm it. The information in the annual report² enabled the Council to calculate the f.o.b. price of Nauruan phosphate and to compare it with the world price.

9. Mr. MENON (India) said that in considering the problem inherent in the administration of Nauru it must not be overlooked that, despite the smallness of the Territory and the sparseness of its population, Nauru was still a Trust Territory the future of which the United Nations was obliged to consider and settle in accordance with the principles of the Charter. Under article 2 of the Trusteeship Agreement, the Governments of Australia, New Zealand and the United Kingdom had been designated as the joint Authority to administer the Territory. In fact, it was by an internal agreement among the three Powers concerned that Australia was responsible for the administration. Thus, in speaking of the Administering Authority, the three Powers should be kept in mind.

10. Australia was to be congratulated on the part which it had played in the Territory, where good results in various fields had been obtained, to judge by the annual report and the reports of the World Health Organization (T/1122) and of the United Nations Educational, Scientific and Cultural Organization (T/1125). He drew attention, in particular, to the 51 per cent increase in the minimum wage of Nauruan workers and to the fact that the Administration, with the assistance of the Commonwealth Scientific and Industrial

Research Organization, had undertaken an agricultural land survey. Yet one aspect of the situation continued to cause anxiety. The British Phosphate Commissioners had been granted exclusive rights to the exploitation of Nauru's phosphate deposits under an agreement among the three Powers concerned, dating back to 1923, which had not been concluded under the auspices of either the League of Nations or the United Nations. It was for the United Nations to examine that document to see whether it was compatible with the provisions of the Trusteeship Agreement. He read out articles 6, 9, 11 and 12 of the agreement dealing with the establishment of the British Phosphate Commissioners, and agreed that they confirmed the assertion often made during the discussion that the British Phosphate Commissioners were a "non-profit-making concern". However, there was the question where the profits from the company's operations went. He wondered whether it was the inhabitants of Nauru, the real owners of the wealth which was being exploited, or rather, as the agreement itself indicated, the nationals of the three Powers concerned who profited. There was no doubt that the agreement had been reached at a time when public thinking on those matters was in some respects less advanced than it was today. Admittedly the Mandates System had been a great improvement over the old colonial system, but since then the world had progressed further. At present, of the 2 million pounds obtained from the sale of phosphates extracted from the island, only a little more than £300,000 had come back to the Territory for various purposes, including that of covering the costs of administration. While it was far from his intention to criticize the attitude of the Administering Authorities, who were merely carrying out a legally valid agreement still in force, it was however impossible to reconcile the provisions of that agreement with the terms of the Charter, and he thought that it was a matter that the United Nations would have to examine sooner or later.

11. Those remarks led him to a study of the Syrian representative's proposal for an eventual transfer of the Nauruan population. He did not think that the fact that the population was scarcely bigger than that of a large village justified such a measure; the least that could be said about it was that it was premature. India was wholly opposed to the administrative process of thinking — which was, however, unfortunately gaining ground — according to which populations were moved from one place to another when they became inconvenient. Not by such actions would the United Nations fulfil its sacred duty towards the Nauruans under Article 76 of the Charter. Even assuming that it was in the higher interest of the Nauruans to leave their island, it was for them to take the decision of their own free will, and it followed that their accession to independence was a condition precedent to any migration. It should not be forgotten that the Nauruans had been living in the Territory for three or four thousand years and no international body could compel those Polynesians to leave their soil and be absorbed in other peoples among whom they might not be welcome. The representative of Syria would not be correct in thinking that the members of the Council were in agreement on the need for transferring the people of Nauru, because the Indian delegation could not subscribe to that doctrine at the present time. In his view, the sole duty of the Administration at present was to seek to implement the provisions of Article 76 b of the Charter, and it was on that point that he intended to dwell in the remainder of his statement.

¹ Figures used during the discussion on Nauru refer to Australian currency. £ A 125 = £ sterling 100 = \$U.S. 280.

² Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

12. He did not question at all the goodwill that Australia, with its firmly established democracy traditions, had shown in its administration of the Territory, and the representative of Australia was the first to admit the unquestionable right of the Nauruans to self-determination. In view, however, of the rights conferred upon the British Phosphate Commissioners—and it was enough to refer to the documents to realize that the Commissioners, if they desired, could acquire the whole island by buying up the land and paying the agreed royalties—there was some doubt what the right of the people to self-determination really was. As the phosphate deposits would be exhausted in sixty or seventy years, the question was whether the people would have to wait until the end of that period before achieving real independence, and why, and what the consequences would be.

13. Australia, New Zealand and the United Kingdom had had the responsibility of administering the island of Nauru almost since the end of the First World War. In 1923, in 1926 and in 1927, the Administrator of Nauru had pointed out in his annual reports to the League of Nations the fine qualities of the Nauruans and had said that it could be expected that in a comparatively short time they could fill most of the administrative posts. He read out extracts from those reports. Since then thirty-one years had passed and it still could not be said that any part of the effective administration of the Territory was in the hands of the indigenous population; actually, only one Nauruan had held a post of any importance in 1952-1953. The current annual report stated that in general the Nauruans still had neither the necessary education nor the experience. In view of the admission in the report that the average Nauruan was intelligent, either the Administration had not sufficiently promoted educational advancement in the Territory, or its original estimates had been erroneous. As it was scarcely conceivable that Australia had consciously retarded the development of the Nauruans, there was a problem there that required elucidation.

14. He then asked for some explanations concerning the Local Government Council, which, according to the annual report (p. 13), was "the sole non-governmental political organization in the Territory". He recalled that in 1926 the Island of Nauru had been divided into 14 districts, whose inhabitants had enjoyed universal suffrage and had been consulted on all administrative matters that concerned them. Since then, there had been scarcely any improvement in the situation and the only change that had occurred was the reduction in the number of districts from fourteen to eight. In the absence of any facts to the contrary, that indicated a tendency towards centralization in the hands of the Administrator.

15. The question of the future of the Nauruans was one of constant concern to the Indian delegation. There was the danger that once the phosphate deposits were exhausted the people of Nauru might be doomed to disappear unless they found refuge elsewhere. He wondered whether there should not be a land rehabilitation programme which would enable the Nauruans one day to engage in the profitable cultivation of coconuts, bananas and sugar cane. While it was true that the land on Nauru was not fertile, he wondered whether it would not be possible to fill the ships which came to load the phosphate extracted at Nauru, with productive soil and fertilizers. In that way one source of wealth would be replaced by another.

16. The question of rehabilitating Nauru deserved attention, not only from the standpoint of the general welfare of the population, but also because it was obvious that no Administering Authority could permit a kind of disappearance of a Territory for which it was responsible. Its primary duty was, on the contrary, to ensure by all possible means a prosperous future for the people of that Territory.

17. If there was a civilized people anywhere in the world, it was the Nauruan people, whose qualities were recorded in the annual report and who had repeatedly given evidence of their ability to govern themselves. Such a peaceful people deserved help. It was undeniable that the population scarcely derived any great profit from the extraction of the phosphate. The undertaking operating there should, it seemed to him, be transformed into a Nauruan people's concern. There was no reason why the Administering Authority should not consider granting the Nauruans self-government as well as the full control and benefit of the island's resources. That was the function of the Trusteeship Council. He wished to note that what he had said did not mean that he rejected the Syrian representative's proposal for all time.

18. Mr. FORSYTH (Australia) recalled that the enterprise of the British Phosphate Commissioners represented a very costly investment. The Nauruans themselves had never used the phosphate deposits or the land containing them, which was unsuited to agriculture. In any event, the agricultural resources of the island would not have kept pace with the growth of population. Thanks to the operations of the British Phosphate Commissioners and the development of the administrative services connected with the exploitation of the phosphates, the indigenous inhabitants had been able to devote themselves to other pursuits which, as the Visiting Mission had agreed, had provided them with very good living conditions. The rights of the British Phosphate Commissioners had been acquired before the entry into force of the Trusteeship System, or even of the Mandates System, and they were expressly protected by virtue of Article 80, paragraph 1, of the Charter. No provision of the Trusteeship Agreement diminished or in any way affected the rights of that company. On the other hand, the rights of the indigenous inhabitants were protected by the Trusteeship Agreement. The Administering Authority, by practical measures, had made that protection a living reality and had fully carried out the obligations it had assumed. As the 1953 Visiting Mission had observed on page 2 of its report (T/1076), the Administering Authority had provided the indigenous inhabitants with services exceeding by far those of any other community of similar size.

19. Of course measures must be planned to ensure a permanent livelihood for the inhabitants when the deposits were exhausted, and that was a problem to which the Administering Authority was giving the most careful attention in consultation with the inhabitants themselves. The solution of the problem should not be prejudged.

20. Mr. RIFAI (Syria) wished to explain for the benefit of the representative of India that he had spoken of general and not unanimous agreement; he had of course known that the Indian representative did not share his views on the question. The suggestion he had made did not in any way prejudge the final solution of the problem or prevent the possibility of planning to fertilize the land so as to enable the population to con-

tinue to live there after the phosphate deposits were exhausted. The special committee which would be established under his proposal would have precisely the task of studying the steps that could be taken.

The meeting was suspended at 4 p.m. and resumed at 4.35 p.m.

21. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that, far from promoting the political, economic, social and educational advancement of the inhabitants of Nauru and their progressive development towards self-government or independence, as it had undertaken to do under the Charter and the Trusteeship Agreement, the Administering Authority was concerned solely with exploiting the only natural resource of the Territory, namely, phosphate. The Agreement concluded in 1919 between the United Kingdom, Australia and New Zealand, which had subjected the population to inadmissible conditions in connexion with the exploitation of phosphate, was contrary to the Charter and the objectives of the Trusteeship System. Furthermore, at the present rate of working, the deposits would be exhausted in a few decades, which made the population extremely anxious, as was revealed by the petitions received by the Council. The Administering Authority took little notice of that fact and thought that the indigenous inhabitants could be transferred to another territory.

22. The British Phosphate Commissioners, who held the monopoly for working the phosphates, arbitrarily fixed low prices, less than the minimum of \$2 a ton paid in other regions and, in view of the volume of production and the superior quality of Nauruan phosphate, the population was being defrauded of several million dollars per year through the prices fixed by the monopoly. The figures given in the annual report concerning the areas of phosphate-bearing land owned by the indigenous inhabitants and the royalties paid per ton made it possible to calculate on the one hand the total receipts which the deposits would earn and, on the other, the total amount which would be paid to the indigenous inhabitants. It then became clear that the indigenous population would receive only about 4 per cent of the revenue thus obtained. Out of the royalty of 1s. 4d. per ton exported paid by the British Phosphate Commissioners, only 8d. were paid directly to the owners. Mr. Oberemko pointed out in passing that the accounts of the undertaking had not been submitted to the Council.

23. The British Phosphate Commissioners held such an overwhelmingly important place in the economy of the Territory that in practice they enjoyed complete administrative independence, as the Visiting Mission had reported. Their power had increased since it had been decided that the Administration expenses of the Territory should be met not from royalties on phosphates but from direct payments by the Commissioners; they in fact controlled the Administration.

24. Furthermore, the legislation in force allowed the British Phosphate Commissioners to expropriate the land of the indigenous inhabitants, against paltry compensation, to lease and work any land which the Administration had, at its own discretion, decided to classify as phosphate-bearing land. It was known that the report of the Visiting Mission had mentioned a complaint by an indigenous inhabitant who, despite his objections, had had his land expropriated in favour of the British Phosphate Commissioners (T/1076, p. 7).

25. Despite the intensive working of the island's natural resources, the standard of living of the indigenous inhabitants and of the Chinese workers employed in the phosphate working was extremely low. On the basis of the figures quoted in the annual report, he noted that the Chinese workers were not as well fed as ordinary criminals, that their housing conditions and those of the indigenous inhabitants were very inferior to those of the Europeans. The health of the population left much to be desired, as was evident from the very high rate of infant mortality and the number of sick persons admitted to hospital, and yet during the year under consideration the number of medical personnel, already small the previous year, had been further reduced. Furthermore, the Administering Authority pursued a policy of racial discrimination and segregation, shown in particular in the provisions restricting the freedom of movement of the indigenous inhabitants and the Chinese; such provisions continued in force although the Council had protested against the restrictions at its fifth session (A/933, p. 77). The resolutions of the General Assembly and recommendations of the Trusteeship Council with respect to the abolition of corporal punishment had still not been implemented.

26. Finally, the political and administrative structure of the Territory enabled the British Phosphate Commissioners to be the overlords: all the key posts in the Administration were held by Europeans; all legislative political and financial power lay in the hands of the Administrator; the Local Government Council, which was competent to give opinions only on questions affecting the indigenous population, acted in a purely advisory capacity and the Administrator could completely ignore the views expressed by the Council. The indigenous population did not, therefore, participate in any way in the administration of the Territory and the powers of the Administrator were in fact unlimited.

27. For all those reasons, it was indispensable that the Administering Authority should take the necessary measures to establish in the Territory legislative and executive organs in which the indigenous inhabitants would participate, to teach them to manage their own affairs and let them decide their own destiny. The Administering Authority should also take measures to ensure the transition from the outdated tribal system to a modern, democratic form of government. It should revise the agreements with the British Phosphate Commissioners in order to fix fairer prices and royalties, ensuring the indigenous inhabitants an equitable share in the natural resources of their country. It should defend the inhabitants' land rights, prohibit expropriation of land in favour of the British Phosphate Commissioners and, finally, it should increase budget allocations for public health as well as for education in order to train officials of the indigenous population to take over the administration of the Territory.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

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

28. In reply to a question by Mr. RYCKMANS (Belgium), Mr. JONES (Special representative for

New Guinea) explained that the figure of £1,540,000³ represented the internal revenue of New Guinea alone.

29. Mr. RYCKMANS (Belgium) did not think that the general development programme, which would be divided into annual sections, would make it possible to co-ordinate the various aspects of the work; it would be wise to provide longer-term programmes which would, of course, be regularly reviewed and changed if necessary. He wished to know how the price paid for copra compared with the prices paid on the world market. Without in any way criticizing the establishment of a long-term agreement protecting the interests of producers, particularly indigenous producers, he pointed out that, if there were any considerable difference between the price estimated for a long period and the price paid on the world market at a given moment, it might be necessary to revise the agreement because the value of copra made it possible to raise the price while observing a margin against risk of a decline.

30. Mr. JONES (Special representative for New Guinea) said that he would give the information requested by the Belgian representative later. He wished to stress the advantages of the copra agreement, which made it possible to stabilize the industry, assured the producers, particularly the indigenous inhabitants, a reasonable price over a long period and made it possible for them to make plans covering several years; the agreement provided for a 10 per cent increase or decrease in the fixed price depending on the world price.

31. In reply to a further question from Mr. RYCKMANS (Belgium) Mr. JONES (Special representative for New Guinea) stated that about 750,000 cocoa trees had been planted on land owned by the indigenous inhabitants.

32. Mr. RYCKMANS (Belgium) noted that the figures on page 43 of the annual report⁴ gave some extremely encouraging details on the development of co-operatives. With regard to foreign trade, he would like future reports to include figures not only for the value of various commodities, as in the report under consideration, but also the quantities, which would make it possible to assess the development in the volume of production more accurately. He thought the principle whereby the indigenous land could be alienated only to the Administration was wise, but wished to know if all the tribal lands over which the indigenous inhabitants exercised hunting, cultivation and other rights were considered by the Administration as their property.

33. Mr. JONES (Special representative for New Guinea) said that that was the case.

34. Mr. RYCKMANS (Belgium) noted that 58 million acres of land were not yet demarcated. He wished to know if the indigenous inhabitants were free to settle on such parts of those lands which were unoccupied or had not been acquired by the Administration.

35. Mr. JONES (Special representative for New Guinea) replied in the affirmative. Thousands of acres were entirely uninhabited. It sometimes happened that the tribes left their own land to occupy a more fertile area, to which they had no right. If the Administration

thought that such occupation of new land was justified, particularly for economic reasons, it recognized the *fait accompli* and, after a thorough investigation, it gave the new occupants title to the land.

36. Mr. RYCKMANS (Belgium) thought that it would be better that occupation by the indigenous inhabitants should be considered in itself as entitling them to ownership; any *de facto* occupation should exempt the indigenous inhabitants from furnishing proof that they were there for a legitimate or reasonable motive.

37. He wished to know if the agricultural experimental stations, particularly that of Keravat, were in regular and systematic contact with similar stations in other tropical countries.

38. Mr. JONES (Special representative for New Guinea) replied that the closest co-operation was maintained with most tropical countries; the Director of the Department of Agriculture had visited some experimental stations in other countries; the Administration received copies of the monthly, quarterly or half-yearly reports, issued by foreign experimental stations.

39. Mr. RYCKMANS (Belgium) noted that information with satisfaction; there were agricultural stations throughout the world and their work was often similar; it was very important that the results of their work should be reported to other stations, in order to avoid duplication and to ensure that all experiments made in one region might profit all other regions.

40. The special representative had said that cocoa production was increasing steadily and at a rapid rate; he asked whether the indigenous inhabitants shared in that increase.

41. Mr. JONES (Special representative for New Guinea) replied in the affirmative. In the Gazelle Peninsula, for example, the indigenous inhabitants had planted 750,000 cocoa trees. The Keravat experimental station was open to them and they had received training there in all aspects of cocoa growing.

42. Mr. RYCKMANS (Belgium) noted that the figures for livestock given in the annual report were quite small; the total number of pigs, for example, was 3,809. He had thought that pig-raising was very widespread among the indigenous inhabitants; he asked whether the figure given referred to all the pigs in the Territory or only to those belonging to Europeans.

43. Mr. JONES (Special representative for New Guinea) said that the Administration had not yet been able to carry out a census of stock owned by the indigenous inhabitants. It was at present endeavouring to obtain statistics by means of a percentage survey. The Administration hoped to improve the native stocks by importing selected stocks. He hoped that the annual reports would in the near future contain information on the stock owned by the indigenous inhabitants.

44. In reply to a further question by Mr. RYCKMANS (Belgium), Mr. JONES (Special representative for New Guinea) said that pork was part of the diet of the indigenous inhabitants.

45. Mr. RYCKMANS (Belgium) congratulated the Administration on its substantial progress in road-building despite the Territory's difficult topography, but, as the present road network was obviously inadequate, it was to be hoped that the Administration would do everything possible to extend it.

46. Sir Alan BURNS (United Kingdom) asked to what extent coconut palms were being replanted and

³ Figures used during the discussion on New Guinea refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

⁴ See *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953*, Commonwealth of Australia, 1953.

whether an increase in the area of plantations was contemplated.

47. Mr. JONES (Special representative for New Guinea) said that, since the visit of Mr. W. V. D. Pieris, an eminent Indian expert, the question of replanting had been discussed with planters throughout the Territory; a number of planters were at present trying out the methods that he had recommended. He did not know the exact extent of the area replanted.

48. Sir Alan BURNS (United Kingdom) asked whether it was proposed to expand the production of coconut oil and coconut meal for export and, if so, whether the exporters were assured of a market.

49. Mr. JONES (Special representative for New Guinea) said that there was a certain market for the present production and there was no doubt that, if production was increased and improved, the exporters would find the necessary outlets.

50. Mr. SEARS (United States of America) asked whether the Administration planned to undertake a comprehensive survey of the economic possibilities of the Territory. A survey of New Guinea's economic potential was important because political progress went hand in hand with economic progress.

51. Mr. JONES (Special representative for New Guinea) said that the Administration had made arrangements for a complete survey of the agricultural resources and land use in Papua and New Guinea. The work had been begun in Papua because there had already been a good photographic coverage of a particular area suited for such development. Land-use surveys were being carried out in various parts of the Territory and would later be undertaken in New Guinea. It was already possible to proceed with agricultural development on the basis of the information previously available.

52. With respect to mineral resources, geological investigations were being carried out both by the Administration and private enterprise, and as the geological survey progressed, it was hoped to be able to assess the extent of the Territory's resources and the possibility of their exploitation.

53. Mr. SEARS (United States of America) noted that 16 co-operative societies were registered under the Native Economic Development Ordinance 1951-1952, and asked how large the membership of the co-operatives was and whether the co-operative movement was being encouraged.

54. Mr. JONES (Special representative for New Guinea) thought that the development of the co-operative movement was one of the most encouraging examples of the economic advancement of the indigenous inhabitants. Between June 1953 and March 1954 the number of members had increased from 20,000 to 26,000, the capital of the co-operative societies had increased from £61,000 to £79,000 and the store turnover had increased by £35,000. As a result of co-operative action, copra production had increased from £90,000 to £232,000 and the indigenous inhabitants had been persuaded that it was in their interest to give up the single-crop system in favour of more diversified cultivation. In nine months from June 1953, the total turnover had increased from £118,000 to £307,000.

55. Mr. BHANDARI (India) noted that the annual report showed an increase in the acreage held by the Administration and by non-indigenous persons; the report further stated that the presence of European settlers was essential to the rapid and sound develop-

ment of the Territory. He asked whether the Administration had taken any decision with regard to the maximum acreage that European settlers would be allowed to acquire in New Guinea.

56. Mr. JONES (Special representative for New Guinea) said that the solution of the question depended upon the present and future requirements of the indigenous inhabitants. As it was difficult to assess future requirements the Administration took a very liberal view in that respect. Before permitting any land to be granted to non-indigenous persons, a thorough investigation was carried out in the particular area. The Administration made an assessment of what might be required by the inhabitants over a period of forty to fifty years and also took into consideration the fact that the indigenous inhabitants would by that time no doubt have improved their present cultivation methods. To ensure that the interests of the indigenous inhabitants were safeguarded, the figure arrived at was usually doubled. There was no shortage of land in the Territory, as could be seen from the map of the alienated land, but the Administration took pains to ensure that no land was granted or sold even if the indigenous inhabitants themselves wished to sell it, if the present or future interests of the indigenous inhabitants might suffer thereby.

57. Mr. BHANDARI (India) asked on what terms land held by the Administration was given to the settlers.

58. Mr. JONES (Special representative for New Guinea) replied that the land was at present given on leasehold for a maximum period of ninety-nine years. There had been no freehold grants since the end of the German administration. He did not know the exact number of settlers, but would be able to provide that information later.

59. Mr. BHANDARI (India) requested additional information on the functioning of the Native Lands Commission and asked how the Commission determined the ownership of land.

60. Mr. JONES (Special representative for New Guinea) explained that a commissioner, accompanied by an officer of the Department of District Services and Native Affairs and a surveyor, visited the area in question after having notified the indigenous inhabitants that the visit would be made; all the people in the area were invited to attend a conference, which might last two or three days. The purpose of the visit was explained in detail. Each tribe was then asked to mark out the boundaries of the land that it claimed; representatives of all the neighbouring tribes examined the boundaries and expressed any objections they might have, which were dealt with on the spot. If there were no objections to the boundaries marked out, an interim title was issued to the tribe and registered with the Registrar-General in the Lands Office. After a period of six months, during which any person might submit objections to the appeal court, the final title of ownership was issued.

61. Mr. BHANDARI (India) asked what further steps had been taken regarding the plans for the Territory's agricultural and economic advancement, which the Administrator had discussed with the United Nations Visiting Mission to Trust Territories in the Pacific, 1953.

62. Mr. JONES (Special representative for New Guinea) explained that the plans referred to were actually a matter of making technical assistance available to all inhabitants of the Territory, indigenous and

otherwise, and also for improving methods of production. There had already been encouraging results in that respect, particularly in the production of cocoa, coffee and coconut.

63. Mr. BHANDARI (India) noted that the revenue was obtained by indirect rather than direct taxes such as income tax or head tax, and requested further information regarding policy on that matter.

64. Mr. JONES (Special representative for New Guinea) said that the question of revenue was under continuous review by the Administration. Its basic concern was to ensure an adequate balance between purely fiscal considerations and the desire not to discourage investments. In that connexion he drew the Council's attention to paragraph 113 of the report of the 1953 Visiting Mission (T/1078). The Administration was giving the matter its closest attention, and there was no doubt that the Territory's fiscal system would be revised as the situation permitted or required.

65. Mr. BHANDARI (India) noted that practically all manufactured goods were imported into the Terri-

tory and asked whether the Administration encouraged the creation of small-scale industry in the Territory.

66. Mr. JONES (Special representative for New Guinea) replied that a few small industries had sprung up in recent years; there was at present in New Guinea a small furniture factory, a soda-water and soft-drink factory and one or two small undertakings engaged in the manufacture of plumbing materials.

67. Mr. BHANDARI (India) asked whether the indigenous inhabitants had any economic and financial interests in the large plantations or large gold-mining companies and, in particular, whether the indigenous inhabitants were free to buy shares in such companies.

68. Mr. JONES (Special representative for New Guinea) said that there was nothing to prevent the indigenous inhabitants from acquiring interests in companies operating in the Territory, but that so far their principal interest had been in co-operative societies, rural progress societies and indigenous commercial firms.

The meeting rose at 6 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territories of Nauru and New Guinea, took a place at the Council table.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority (T/1111, T/1122, T/1125) (*continued*)

[Agenda item 4 (d)]

GENERAL DEBATE (*concluded*)

1. Mr. JONES (Special representative for Nauru) thanked members of the Council for their constructive comments on Nauru made during the discussion of the annual report.¹ His Government was fully alive to the Administration's many problems and eager to ensure fulfilment of the aims of the Trusteeship System. It should be borne in mind, in discussing Nauru, that the area was small and the indigenous population not numerous; also that in their peculiar circumstances the Nauruans were entitled to services not available to other communities. The Council would appreciate the contributions made by the British Phosphate Commissioners to their prosperity.

2. He repudiated the Soviet Union representative's suggestion that the Commissioners and the Administration were involved in a conspiracy to suppress the population with a view to the ruthless exploitation of the phosphates, and that the Administration was controlled by the Commissioners.

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

3. The most important question was the future of the Nauruans. While the phosphate deposits lasted, they would be prosperous; the Administering Authority, however, was determined not to allow them to rely on that prosperity to the extent of losing agricultural and other skills, but to train them for, and provide them with, occupations which would be needed when they were no longer able to depend on the phosphate industry for a living. The Salvadorian and Haitian representatives could rest assured that the Administering Authority was studying the future of the Nauruans with a view to their resettlement, in which the Council's views and those of the Nauruans themselves would be taken into account. The Indian representative would wish to note that the Administering Authority was investigating, by such means as an agricultural land use survey, the possibility of rehabilitation of the island itself; but, as the Syrian representative had indicated, it was most improbable that land from which phosphate had been extracted could ever be made productive. The Nauruan Community Long-Term Investment Fund would provide adequate funds for resettlement in due course.

4. The United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had expressed doubts similar to those of the Salvadorian representative as to the adequacy of the Nauru Local Government Council Ordinance. The Administering Authority had examined the question, but had felt that the Ordinance corresponded with the stage of political maturity reached by the people of Nauru. The Administrator was assisting the Nauru Local Government Council to make full use of its powers; in practice that Council could, under section 44 (1) of the Ordinance, make rules covering most aspects of Nauruan life, and would in time be experienced enough to become a fully legislative body on the lines suggested by the Belgian representative at the 537th meeting. It was entirely incorrect to imagine that the Council could only advise the Administrator. The Trusteeship Council could be sure that the powers of the Local Government Council would be extended or clarified in the future if that became necessary.

5. Some representatives, in particular the Indian representative, had commented adversely on the fact that only three Nauruans held senior positions in the Administration; but, as appendix II of the Administering Authority's annual report showed, Europeans held only the 16 most senior posts, for which special qualifications were required, out of a total of 352 positions, only four of which were unskilled. Details of the relatively senior nature of many posts occupied by Nauruans were given in that appendix. Very good progress had been made by the Nauruan people, which thirty-five years previously had been in an undeveloped state and now staffed 95 per cent of the positions in the Administration. Nauruans were being actively trained to occupy more responsible posts and would be appointed to such posts, subject to their capacities and willingness to accept more responsibility.

6. He was grateful to the United Kingdom representative for his favourable comment on the successful elections to the Local Government Council; as requested

by the Salvadorian representative, all possible steps would be taken to ensure that candidates and electors at future elections understood their rights.

7. His Government agreed in principle with the Chinese, Haitian and Salvadorian representatives that corporal punishment should be abolished, and had limited its application to two offences against which it still appeared necessary as a deterrent. The elimination of corporal punishment had been a slow process even in socially mature countries, and the problems in Nauru resembled those which had retarded that process elsewhere.

8. The Administering Authority had supplied, in its annual report, part X, section 3, as well as in his opening statement (535th meeting) and in his answers to questions, information on the finances of the British Phosphate Commissioners, in compliance with article 5 of the Trusteeship Agreement. It should be borne in mind that many items in the Commissioners' accounts were common to their operations in other fields as well as Nauru and could not be separately stated for the Trust Territory. It was difficult to justify a demand for submission to the Trusteeship Council of confidential details on the operations of a commercial enterprise in so far as they bore no relation to a Trust Territory. The Australian, United Kingdom and New Zealand Governments did not consider such information necessary to the Council's proper functioning. The British Phosphate Commissioners were a non-profit-making concern; there was no world market price for phosphates, and the price they paid depended on the cost of production. Comparisons, therefore, would probably be fruitless. The United States representative had said that conditions at Angaur were not comparable with those at Nauru, and the same probably applied to North Africa. Moreover, it was misleading to express Nauruan costs and prices in United States currency, thus taking no account of differences in costs and standards of living. In addition it was doubtful whether the efficiency of the British Phosphate Commissioners would be enhanced by the Council's receiving more details of its operations.

9. The Council should reflect before intervening in the enterprise which conferred such numerous benefits on the Nauruans. The main consideration was whether the Nauruans, who could not have developed the phosphate resources of their Territory themselves, received a reasonable benefit from those resources. The report of the 1953 Visiting Mission (T/1076) showed in paragraphs 39 to 42 the royalties paid by the British Phosphate Commissioners for the benefit of the Nauruans. The Commissioners and the Administration paid the royalties to the Nauruans voluntarily, as a matter of equity, and had so far paid two-thirds of a million pounds at a rate of between £70,000 and £100,000² a year. That benefit was independent of wages earned in employment under the Administration and the Commissioners, and administration and services provided. The Visiting Mission had concluded that the community had services exceeding by far those of any other community of similar size. The benefits to the Nauruans from the enterprise of the Commissioners included employment, education, health, housing, rentals, trust funds and provision for the future; if Australia and New Zealand benefited from assured supplies of fertilizer, a world short of food should not complain. The Visiting Mission had indicated in paragraph 48 of its report that the industry's primary responsibility

² Figures used during the discussion on Nauru refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

was to provide for the future welfare of the Nauruans when they had to be resettled. The Administering Authority was taking appropriate action, and adequate funds would be forthcoming.

10. Information about the agricultural land use survey recently completed by the Australian Commonwealth Scientific and Industrial Research Organization would be made available to the Council.

11. Encouraging comments had been made in the Council concerning public health and housing, to both of which his Government attached great importance.

12. Both his Government and the Nauruans were in favour of continuing the restrictions on movement on Nauru; since a large proportion of the population consisted of temporary immigrants, those restrictions were in the interests of the inhabitants. Paragraph 63 of the Visiting Mission's report indicated the Mission's satisfaction that the Nauruans themselves favoured continuance of the Movement of Natives Ordinance, a fact which he hoped would settle any doubt in the mind of the Soviet Union representative as to the truth of his own remarks to the same effect. The Chinese representative should note the Visiting Mission's observations with regard to restrictions on the movement of Chinese workers. It should be borne in mind that Chinese and other workers came to work on Nauru voluntarily and should conform to any conditions attached to such employment for the protection of the indigenous population.

13. He saw no reason why the Soviet Union representative should find it unusual that prisoners were given food equal in value to that given to workers; the Australian view was that prisoners should be treated with humanity.

14. The infant mortality rate during the year had admittedly been higher than in the preceding years, but the total numbers involved were so small that changes in the number of points were misleading. The number of infant deaths in 1952-1953 had been 12, as against an average of 5 in other years. Over the past six years the rate per 1,000 live births had been 61.4.

15. The Soviet Union representative should note that, when a comparatively large number of Chinese workers was accommodated in one room, that room was a large dormitory with adequate living space per person.

16. Many representatives had expressed appreciation of the progress made in extending secondary and vocational education; his Government attached great importance to education, in particular to fit the Nauruans for full participation in the Administration and for their future economic well-being after resettlement.

17. For the information of the Chinese representative, the amounts allocated to education would in future be shown separately in the Administration's accounts, and their relation to other expenditure clearly indicated. It was the Administering Authority's policy to provide full secondary education facilities in either Nauru or Australia. At the end of 1953 there had been 36 Nauruan secondary pupils in the two countries. The Second World War had retarded educational progress and prevented some students from attending secondary schools overseas. Seven Nauruan girl scholarship-holders were attending Australian secondary schools, and girls were being trained as nurses at the Central Medical School, Fiji. The status of schools conducted by the British Phosphate Commissioners and the Roman Catholic Mission was governed by regulations and instructions issued under the Compulsory Education

Ordinance, which provided for the registration and inspection of non-Administration schools and for a standard of accommodation, teaching qualifications and courses equal to that obtaining in Administration schools.

18. Mr. OBEREMKO (Union of Soviet Socialist Republics) felt that the special representative's statement had not provided conclusive answers to the criticisms which he and other representatives had addressed to the Administering Authority.

19. He had made no reference to any conspiracy by the Administration and the British Phosphate Commissioners, but had referred to the Agreement concluded in 1919 between the United Kingdom, Australian and New Zealand Governments in complete disregard of the Nauruan people and without their knowledge or consent. That Agreement had imposed upon the Nauruans the exploitation of their island's resources; those resources had been handed over to an official monopoly, which ever since had been engaged in the intensive extraction of Nauruan phosphate and had gained vast profits. Those facts were stated in the Administering Authority's annual report. The repudiations and denials which the special representative had expressed did not alter the facts of the case. But since such an attempt, though unsuccessful, had been made, he felt it necessary to repeat some of his previous remarks.

20. Both he and others had stated that the 1919 Agreement had nothing in common with the Charter or with the Trusteeship Agreement, and that the phosphates, which were being plundered at the rate of more than 1 million tons a year, would be exhausted in a few decades. The indigenous population of Nauru was not receiving a fair return on the exploitation of their resources — less, in fact, than 4 million dollars a year — as a result of the low prices paid by the monopoly. The Administering Authority's report showed the total deposits of phosphate to amount to some 90 million tons. Comparison of that figure with the prices paid for the phosphates showed that the value of those deposits was some 145 million pounds. According to the Administering Authority, the indigenous population held 4,010 acres of phosphate-bearing land. It could be calculated that the Nauruans would be paid, for their phosphate-bearing land and for the phosphate extracted, some £6,200,000; by then the island would be useless. The sum involved represented only about 4 per cent of the total potential yield of the phosphate; the remaining 96 per cent — even if the prices remained at their existing low level — would be taken out of the Territory. Those facts proved that the Administering Authority's main concern was to exploit the island's sole natural source of wealth. He had already referred to the petition from the Nauru Council of Chiefs (T/PET.9/6) expressing anxiety about the future of the population when the phosphate deposits had been worked out. Far from being a conspiracy, the exploitation of Nauru was being carried on openly under an agreement concluded before either the League of Nations Mandates System or the Trusteeship System had been established.

21. The special representative had denied, but had been unable to refute, his charge that the British Phosphate Commissioners controlled the Administration. The Council knew that the Administration had no budget of its own and was financially dependent on the Commissioners. The 1953 Visiting Mission had referred, in paragraph 31 of its report, to the observation of the

1950 United Nations Visiting Mission to Trust Territories in the Pacific to the effect that the British Phosphate Commissioners were virtually independent in administrative matters. The Administration had no right to intervene in the phosphate-extraction operations. Furthermore, under the new arrangements, all expenditure by the Administration was effected by direct payment by the Phosphate Commissioners.

22. He had expressed surprise, not that prisoners should be fed as well as workers, but that Chinese workers brought to Nauru to work in phosphate extraction were fed worse than prisoners. The value of prisoners' rations, at 4s. per head per day, amounted in United States currency to only 56 cents. It was not merely surprising, but inadmissible, that Chinese workers should receive rations costing even less than that.

23. The special representative's statement had reflected the difficulty of a situation in which he could neither confirm nor deny the facts which members of the Council had extracted from the Administering Authority's report and from official United Nations documents.

APPOINTMENT OF THE DRAFTING COMMITTEE ON NAURU

24. The PRESIDENT proposed the representatives of Belgium, China, El Salvador and France as members of the Drafting Committee on Nauru.

25. Mr. OBEREMKO (Union of Soviet Socialist Republics) objected to the appointment to the Drafting Committee of an individual who did not represent China. Only the Central People's Government of the People's Republic of China was competent to appoint the lawful representative of China.

26. Mr. S. S. LIU (China) objected strongly to that statement. His delegation was fully entitled to represent the Government of the Republic of China. He asked the President to rule the USSR representative out of order.

27. The PRESIDENT said that it was not the appropriate time to discuss the representation of any country. All the representatives present had been recognized as such by the Council. Nevertheless, an objection had been voiced to one of the countries he had proposed and he would therefore put each country to the vote separately.

Belgium was appointed by 9 votes to none, with 2 abstentions.

China was appointed by 8 votes to 2, with 1 abstention.

El Salvador was appointed by 10 votes to none, with 1 abstention.

France was appointed by 9 votes to none, with 2 abstentions.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

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

28. Mr. JONES (Special representative for New Guinea), replying to a question by the Indian representative at the previous meeting, said that he was unable to give the exact number of settlers in New Guinea in

1952-1953. During that year, however, 55 agricultural leases had been granted; that was some indication of the number of agricultural settlers.

29. In reply to a question by Mr. PIGNON (France), Mr. JONES (Special representative for New Guinea) said that the resources survey of the Commonwealth Scientific and Industrial Research Organization would cover both Papua and New Guinea. The members of the survey team had begun their work in one area in Papua for which good photographic "cover" was already available. When the survey of that particular area was concluded, the party would move to New Guinea. In the meantime, considerable information was already available about New Guinea; several land use surveys had been carried out and a soil survey section was working there. The Administration therefore had sufficient knowledge to proceed with its development plans.

30. Mr. PIGNON (France) referred to the 1953 Visiting Mission's suggestion that agricultural advancement might be greatly stimulated by the introduction of agricultural pilot schemes on a scale sufficient to allow the results of agricultural research to be tested in their economic application (T/1078, para. 84). Large-scale experiments in the mechanized cultivation of rice, for example, might be carried out in the Sepik Valley. It would be interesting to hear the special representative's opinion.

31. Mr. JONES (Special representative for New Guinea) replied that considerable agricultural research was being undertaken on various crops, including rice, at the Administration's experimental stations. No experimental work on the scale envisaged by the French representative had been carried out, however, although in one or two areas the indigenous inhabitants were receiving assistance in the cultivation of various crops considered suitable for the area and in expanding the production of crops that proved successful.

32. In reply to Mr. TARAZI (Syria), who asked whether the Administering Authority was considering the eventual introduction of a system of direct taxation, Mr. JONES (Special representative for New Guinea) regretted that he was unable to add to what he had told the Indian representative at the previous meeting. In response to a Trusteeship Council recommendation on the subject (A/2427, p. 96), the Administering Authority had stated in its annual report³ (p. 97) its considered opinion that conditions in the Territory were not yet opportune to institute a system of direct taxation.

33. Mr. TARAZI (Syria) remarked that if a system of direct taxation were introduced, it would probably apply to the European companies operating in the Territory and not to the indigenous population.

34. The annual report mentioned the Currency Coinage and Tokens Ordinance 1922-1938 but gave no details of its provisions. It would be interesting to know, among other things, what body had the right to issue notes and coins in the Trust Territory.

35. Mr. JONES (Special representative for New Guinea) replied that the full text of the ordinance could be found in the United Nations library. The regulations concerning bank notes were the same as in Australia. Only the Commonwealth Bank of Australia had the right to issue notes.

³ See *Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June 1953*, Commonwealth of Australia, 1953.

36. Mr. TARAZI (Syria), said that he would like an explanation of the difference between co-operatives registered under the Co-operative Societies Ordinance 1950 and the Native Economic Development Ordinance 1951-1952.

37. Mr. JONES (Special representative for New Guinea) explained that both ordinances were designed to regulate the formation and management of co-operative societies. The requirements of the earlier ordinance, and particularly the provisions concerning the keeping of books and the submitting of returns, had been found rather too advanced for the majority of the indigenous population. The provisions of the Native Economic Development Ordinance were simpler, but would still ensure the proper regulation of the societies. One society originally registered under the Native Economic Development Ordinance had now advanced sufficiently to be registered under the Co-operative Societies Ordinance.

38. In reply to a number of questions by Mr. TARAZI (Syria), Mr. JONES (Special representative for New Guinea) explained that land titles were registered with the Registrar-General's office. Title certificates were issued to the owners in accordance with the hereditary system of land tenure. The Administering Authority had no intention of interfering with the hereditary methods of land occupancy or inheritance. When the people themselves desired to make a change, the Administration would help them to do so. In the meantime, their hereditary methods would be recognized. Most of the land was owned by family groups or extended family groups; in some instances there was clan ownership, the members of a particular clan having usufructuary and other rights. There was nothing in the laws of the Territory to prevent an individual landowner from leaving his land to anyone he wished and there was no doubt that eventually the hereditary system would be replaced by the system in use in more advanced countries, but it would be a slow process.

39. The difference between "local" and "foreign" mining companies was that the assets or funds of local companies were raised locally and they were registered locally. In the case of foreign companies the capital was raised abroad; the company was registered in the Territory and elsewhere. The question of whether indigenous or non-indigenous inhabitants formed the company had no bearing on the terms "foreign" or "local".

40. There were no special provisions concerning trade with Australia or any other country. The merchants in the Territory were quite free to purchase goods from Australia, the United States or any other country.

The meeting was suspended at 4.5 p.m. and resumed at 4.35 p.m.

41. In reply to questions by Mr. SCOTT (New Zealand), Mr. JONES (Special representative for New Guinea) explained that the rural progress societies had been formed to permit group ownership and purchase of capital equipment by indigenous farmers who were not yet ready to form co-operatives. Extension officers of the Department of Agriculture, Stock and Fisheries worked with Administration officers in developing rural progress societies. The Administration granted loans to the groups to enable them to purchase technical equipment, repayment to be made in small sums as crop production progressed. Approximately £7,000⁴ had been advanced for the purpose, and very satisfactory progress had been made by the societies, particularly in

⁴ Figures used during the discussion on New Guinea refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

the Madang district. Membership averaged from 200 to 300 persons.

42. With regard to road development, expenditure on roads and bridges for the first nine months of the year had been £224,000, considerably more than had been spent the previous year.

43. The Land Development Board had been reconstituted. It had decided that land grants would be made in future only on the basis of optimum planting areas, i.e., acreage yielding a maximum return in proportion to the capital and labour used to exploit it. The Board's decisions would determine the work of the land use survey section, which comprised two European officers with five indigenous assistants. A third European and six more assistants were being added. The assistants had been trained at Department of Agriculture stations. The section would assign a party to work in areas requiring a definite land use plan, and another to carry out reconnaissance in areas where such plans might be needed in future. The party to be sent by the Commonwealth Scientific and Industrial Research Organization would ultimately become a part of the land use survey services of the Territory.

44. The agricultural extension centres were the headquarters for extension officers, who patrolled the villages where indigenous agricultural development was proceeding. Demonstrations of production techniques were held at the centres and pilot projects were initiated in central communities to show the inhabitants the most efficient methods of growing such crops as rice and cocoa. The centres also distributed seedlings and other planting material to the indigenous growers free of charge, in the new areas, and at nominal cost in more developed communities.

45. The Administration was actively promoting rice-growing among the indigenous inhabitants on indigenous land in the vicinity of the agricultural stations. Within a few years, it expected to expand production to the point where the Territory would no longer be dependent on imports of rice. Rice had regularly been distributed to the indigenous workers in the past, but had only recently become increasingly a staple food of the villagers' diet in areas where it was grown.

46. Under a bill approved by the Legislative Council the levy on copra exports was to be paid into a copra stabilization fund and the £1,750,000 now held by the Commonwealth Government from proceeds of copra export duties would be transferred to that fund. The fund would be controlled by a stabilization board consisting of representatives of the Administration and of the growers. The Administration was encouraging producer co-operatives to grow crops other than copra, and the turnover in such crops in the past year had amounted to £11,000.

47. During the war, plantations had been taken over and managed by the Australian New Guinea Production Control Board. At the end of the war the majority had been taken over again by their owners. Exceptions were properties so badly damaged as to be uneconomical to run. With the increased price of copra all of those plantations had been leased and were in production again. In at least one instance, a number of those plantations had been leased to an indigenous co-operative.

48. Production of dessicated coconuts had virtually ceased when the Australian market had been closed. An outbreak of typhoid fever in Australia had been attributed to dessicated coconut, not from New Guinea,

but from Papua; pending an investigation, Australia had stopped all imports of dessicated coconut from the Territory.

49. Mr. S. S. LIU (China) drew attention to a statement in the annual report (p. 38) that no company engaging in agricultural development could be formed unless at least two-thirds of its shares were held by or on behalf of British subjects. That condition was incompatible with the terms of Article 76 d of the Charter.

50. Mr. JONES (Special representative for New Guinea) said that the Administering Authority was considering the matter.

51. In reply to further questions by Mr. S. S. LIU (China), Mr. JONES (Special representative for New Guinea) explained that the Papua and New Guinea Copra Marketing Board consisted of three official members and two unofficial members representing copra producers, one of them a producer from New Guinea. The interests of the indigenous growers were looked after by the official members. Copra production in New Guinea was much higher than in Papua. In order to encourage growing of the highest quality of copra, the Administration offered price incentives for copra grown and processed by the best methods, and legislation provided for official inspection and grading. The result had been production of an excellent quality of copra.

52. Attempts had been made to establish a commercial fisheries industry in New Guinea, with no success. However, the indigenous people were encouraged to supply fish to the communities near their homes and quite a number were engaged in that activity.

53. The gold-mining industry had been considered a waning industry in 1953 but there had recently been a substantial increase in gold production, owing, doubtless, to deeper dredging, which had uncovered new deposits, and to the discovery of a rich vein. However, the first months of 1954 had shown a decrease in production. The indigenous people were still taking an interest in gold mining none the less.

54. A panel of investigating officers appointed to investigate a report on the position of the mining industry generally had recommended relief from royalty charges where investigation proved it to be justified. The Administering Authority was carefully studying the panel's proposals.

55. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked for an explanation of the fall in imports and rise in exports in the Territory in the year under review.

56. Mr. JONES (Special representative for New Guinea) could add nothing to the information in the report concerning the excess of exports, but thought that it indicated a very healthy state of economy.

57. In reply to further questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) said that the Territory's land laws provided that no land could be alienated from indigenous owners except through and with the approval of the Administration, unless the land was required for a public purpose and the indigenous owner was not willing to sell it; in that case, a court order could oblige him to make the land available, and he was suitably recompensed. Settlement was not considered to be a public purpose.

58. The indigenous population was not represented on the Land Development Board, but their interests were

taken care of by the Director of District Services and Native Affairs, who was a member of the Board.

59. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the Land Development Board, among other things, assisted intending settlers to obtain suitable land, and asked how and where such land was found for them.

60. Mr. JONES (Special representative for New Guinea) said that two types of land were used for settlement: first, lands which after full investigation were proved to be ownerless; secondly, lands which were surplus to their owners' requirements and which they were prepared to sell to the Administration. Investigations were carried out by an officer of the Department of District Services and Native Affairs in company with an expert of the Department of Agriculture, who discussed the matter at length with the tribes or persons concerned. When what was considered to be a reasonable estimate of the area of land required to meet the foreseeable needs of the persons concerned was arrived at, the figure was doubled, for there was no shortage of land, and the owners were then invited to sell the Administration the remainder for the purpose of settlement. If they were not willing to sell, the matter was left at that; no coercion was used. If they were willing, the land was taken over by the Administering Authority, divided up and made available on lease to intending settlers. At the expiry of the lease, possession would revert to the Administering Authority and the land would again be at the disposal of the indigenous inhabitants for their use if they required it.

61. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked for an explanation of the creation of territorial forests.

62. Mr. JONES (Special representative for New Guinea) said that the intention was to create in perpetuity what was known as a forest estate in order to conserve the Territory's forestry resources against the time when the indigenous population attained self-government. Most of the areas so far acquired and retired for that purpose were situated in mountainous regions, and there had been very few claims to ownership of them; where such claims existed, they were recognized in the same way as claims to ordinary land. In most cases, when the purpose of the reserves was

explained to the owners they readily agreed to dispose of their forest areas to the Administering Authority.

63. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that it was stated on page 57 of the report that 20 permits had been issued for the exploitation of a total of 208,000 acres of forest land. He had read in the February issue of the *Pacific Islands Monthly* that the right to exploit the available forests was shared between the Australian Government and the former Bulolo Gold Dredging, Ltd., and would like an explanation of that statement.

64. Mr. JONES (Special Representative for New Guinea) said that the statement was untrue. The company called Commonwealth-New Guinea Timbers, Ltd., in which the Australian Government held a majority of the shares, had no monopoly over the Territory's forests; it simply had a permit to operate in a specific area. The 20 permits mentioned in the report referred to other areas.

65. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to appendix IV of the annual report, asked why expenditure for the Department of Agriculture, Stock and Fisheries, and particularly for the items, "Native labour" and "Purchase of seeds, planting materials and fertilizers", was markedly lower in 1952-1953 than in 1951-1952 and 1950-1951, although agriculture was the Territory's basic, if not virtually its sole, economic activity.

66. Mr. JONES (Special representative for New Guinea) said that expenditure on individual items necessarily fluctuated: the sudden increase in expenditure on indigenous labour in 1951-1952 was due to the fact that additional labour had been employed in clearing and developing certain agricultural extension stations in that year; the smaller figure for seeds and planting materials was explained by the fact that whereas they had formerly been obtained elsewhere, they were now supplied by the agricultural stations which had been set up in the Territory in recent years. In any case, it could be seen that expenditure on all essential items had increased; the comparison with the over-all figure for 1950-1951 was not a just one, for £25,000 of the total expenditure in that year was accounted for by the compensation paid in connexion with the loss of the fisheries survey vessel *Fairwind*.

The meeting rose at 6.5 p.m.



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President. Mr. Miguel Rafael URQUIA (El Salvador).*Present:*

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization, World Health Organization.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (concluded)

1. Replying to questions by Mr. SERRANO GARCIA (El Salvador), Mr. JONES (Special representative for New Guinea) said that he would try to have statistical information on the amount of tax collected for exports of copra, gold, coconut oil and so on included in the next annual report on New Guinea.
2. The Administration had not granted any monopoly for the exploitation of New Guinea's natural resources or for industries based on agriculture. The law in force providing for the formation of companies for the agricultural or industrial development of the Territory applied to all equally.
3. He gave some information on coffee-growing and the progress achieved since the first experiments made in the Territory. It was not possible to predict whether coffee would ever become one of the major exports, but coffee-growing was encouraged, in particular in the Central Highlands, where nine additional blocks had been made available to settlers.
4. The PRESIDENT invited members of the Council to ask questions concerning social advancement in the Territory.

5. Mr. RYCKMANS (Belgium), noting that it was rather hard to find exact information among the scattered data on medical service expenditures in the report, asked for confirmation of the figures in appendix IV of the annual report.¹

6. Mr. JONES (Special representative for New Guinea) said that the figures were accurate. He admitted that direct capital expenditure on medical services had been very low in 1952-1953. Capital expenditure, for example for the purchase of means of transport or for maintenance of buildings, was given under a single heading, consequently the expenditure on buildings used by the Department of Health was not shown in it.

7. Mr. RYCKMANS (Belgium) observed that there was an omission in the annual report: the number of hospitals was given, but not the number of doctors in the Territory. A health establishment to which no doctor was attached could not be regarded, strictly speaking, as a hospital. He asked the special representative whether the Administration's 51 hospitals were directed by a qualified physician.

8. Mr. JONES (Special representative for New Guinea) replied that information about the staff of the Department of Health was given in appendix XIX. The main hospitals were in the charge of a medical officer. The smaller hospitals attached to the smaller Administration stations were in the charge of a European senior medical assistant. As of 31 March 1954, the establishment of the Department of Health included 35 medical officers or 35 physicians qualified in medicine and surgery appointed by the Administration. The Administration was continuing recruitment to fill all of the 48 approved positions as early as possible. The European medical assistants had to have the St. John's First Aid and Ambulance Certificate and some certificate showing that they had served a period as hospital attendants; they also received further training in tropical medicine and hygiene. After passing the requisite examinations, they might be appointed senior medical assistants and, as such, be given control over some of the smaller hospitals on the stations.

9. Mr. RYCKMANS (Belgium) asked whether New Guinea law provided for imprisonment for debt.

10. Mr. JONES (Special representative for New Guinea) said that it did not. The term "debtors" on page 81 of the annual report was misleading. Unfortunately, he could not explain what meaning should be given to the term in that context.

11. Mr. RYCKMANS (Belgium) asked that the Administration's attention should be drawn to that point.

12. Mr. PIGNON (France) was glad to note that genuine progress had been achieved with regard to public health; but in view of the considerable respon-

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

sibility often placed upon indigenous medical assistants, he would like to know whether the Administration had taken any action on the suggestion made by the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, to the effect that the training course for assistants should be extended (T/1078, para. 133).

13. Mr. JONES (Special representative for New Guinea) said that the Administration had reviewed the training programme for indigenous medical assistants. The course still lasted two years, but it was now more concentrated and more complete, and met the recommendations of the Visiting Mission. In addition, the medical assistants were recalled from time to time for post-qualification training. The Director of Health was convinced of the new plan's merits.

14. Mr. PIGNON (France) believed that indigenous women should be encouraged to enter the nursing career, for which, it was generally conceded, they showed particular aptitude.

15. Mr. JONES (Special representative for New Guinea) said that the Administration also thought so. However, action along that line had not brought the response that had been hoped for. Indigenous girls, although volunteering for infant welfare work, showed less interest in the general studies which would qualify them to work as nurses in the hospitals.

16. Replying to questions by Mr. S. S. LIU (China), Mr. JONES (Special representative for New Guinea) said that the Administration was doing its utmost, for instance by publicity and requests to universities, to speed up the recruitment of medical staff. That had been fairly successful in the past nine months, and it might be anticipated that all the vacant positions would be filled in the coming twelve months. The construction of the general hospital at Lae would probably require eighteen to twenty-four months more to complete.

17. Mr. TARAZI (Syria) observed that the right of petition was becoming increasingly known in the Territory, and asked what steps the Administration was taking to inform the people that they could send petitions to the United Nations.

18. Mr. JONES (Special representative for New Guinea) replied that the Administration was using broadcasting, the Press and, to some extent, school syllabi. In addition, the general information given about the United Nations naturally included information on the right of petition. The right had been clearly explained to the indigenous inhabitants during the visits of the 1950 and the 1953 Visiting Missions.

19. Mr. TARAZI (Syria) was worried about the restrictions on the indigenous inhabitants' freedom of movement, which amounted to a virtual curfew. He asked what was the reason for those regulations and whether the Administration intended to continue them.

20. Mr. JONES (Special representative for New Guinea) said that he had already had an opportunity to make a detailed explanation on that subject: the only purpose of the restrictions was to prevent crime and to aid in the maintenance of peace and good order in certain town areas, for settlements, sometimes composed of riff-raff, cropped up in the vicinity of towns. The restrictions were not aimed at the indigenous people, but contributed to their protection. Obviously the Administration was most unwilling to restrict the freedom of any person and was determined to lift the restriction as soon as it felt that it could properly do so. It had already applied it more flexibly in certain districts; if

the relaxation did not result in an increase in crime, the restrictions would be lifted altogether.

21. Mr. TARAZI (Syria) noted that mixed marriages could not be contracted without the written consent of the district officer, and asked for further explanation.

22. The annual report stated that workers and employees received only part of their monthly wage or salary at the end of each month, the remainder being paid only at the end of the labour contract; he asked the reason for that practice.

23. Mr. JONES (Special representative for New Guinea) replied that, as the indigenous women were not sufficiently advanced to understand all the possible consequences of marriage contracted under customs different from their own, the Administering Authority had taken steps to provide them with the advice and guidance of senior administrative officials before they took such a serious decision.

24. The Native Labour Ordinance, 1952, provided that an agreement should not exceed two years, and, on its expiry, the worker must return home for a period before he could enter into a further agreement. For that reason, the majority of the workers were unsophisticated recruits, and the deferred pay system would ensure that they had some money to take back with them to their village.

25. Mr. TARAZI (Syria) asked whether there was legal provision for the payment of compensation when a worker was separated from his employment.

26. Mr. JONES (Special representative for New Guinea) explained that the labour agreement was signed before an officer, who ensured that both parties — employee and employer — fully understood all the clauses. In case of a dispute before the expiry of the contract, the two parties could conclude an agreement, which had to be approved by a district officer; otherwise the case was referred to the court, which might order the payment of compensation to the employee if his contract was terminated.

27. On the normal expiry of the contract the two parties appeared before the district officer, who determined whether everything was in order and asked the worker whether he was quite satisfied or whether he had any complaints. The worker was paid the deferred wages owing to him under the agreement, and it was the employer's responsibility to see that the worker was provided with rations and free transportation back to his village.

28. Mr. TARAZI (Syria) noted that, according to the annual report, there was no special legislation dealing with social security because the tribes themselves assumed responsibility for the social protection of their members. Not all the indigenous inhabitants, however, lived in tribes; he wondered whether there was any social security system to cover labourers, for example.

29. Mr. JONES (Special representative for New Guinea) replied that the Native Labour Ordinance provided for the payment of compensation in the event of the death or injury of a worker. The tribes provided all assistance necessary for the aged and the infirm; there had been only a few isolated cases in which assistance by the Administration had been necessary, and it had been liberally given. The Administrator had the authority to give financial assistance in exceptional cases.

30. Mr. TARAZI (Syria) asked whether the Administering Authority was taking steps to train indigenous medical practitioners.

31. Mr. JONES (Special representative for New Guinea) said that there were as yet no indigenous people who had the secondary education required to enable them to go on to a university; there certainly would be one day, although not in the immediate future. For the time being, the Administration was sending some of the indigenous inhabitants to the Central Medical School, Fiji, where they were taking a course for assistant medical practitioners. A number had already returned and were employed by the Administration.

32. Mr. TARAZI (Syria) asked whether the Administration was contemplating any measures to ensure that marriages contracted in accordance with tribal customs were entered in the civil register.

33. Mr. JONES (Special representative for New Guinea) pointed out that the tribes had not yet reached a state of advancement at which a central marriage register would be practicable. However, there was a marriage register of a kind; for some years each village had had a book in which births, marriages and deaths were recorded by family group. Entries in the village register were made by the inhabitants themselves, by administrative officers who visited the villages at least twice a year, or by the village council, where there was one.

34. Mr. BHANDARI (India) asked whether the indigenous workers always received rations and clothing in addition to cash wages.

35. Mr. JONES (Special representative for New Guinea) replied that every indigenous worker received food, clothing and tools in addition to his wages; he was also entitled to free medical services and transportation between his village and his place of work. When he was accompanied by his wife and children, they were entitled to similar benefits.

36. Mr. BHANDARI (India) noted that teachers were paid less than certain manual workers and asked whether that might not explain the Territory's shortage of teachers.

37. Mr. JONES (Special representative for New Guinea) said that he did not believe that indigenous inhabitants who wished to take up teaching as a profession were deterred by the lower wages. The temporary shortage of teaching staff in the Territory was not due to a lack of candidates; the present situation was caused mainly by the delay in opening and expanding the teacher-training colleges owing to the difficulty in getting qualified teachers for those schools. He assured the Council that many indigenous inhabitants were eager to make a career of teaching.

38. Mr. BHANDARI (India) asked whether the indigenous and European women medical assistants did the same type of work.

39. Mr. JONES (Special representative for New Guinea) said that in most cases they were the wives of indigenous medical assistants who had gone through the training course with their husbands; when the couple took up the work to which they were appointed the woman medical assistants usually concentrated on work with women and children in the locality.

40. Mr. BHANDARI (India) asked why the Administration had limited the indigenous inhabitants' labour

contracts to periods of two years, at the end of which they had to return to their villages. It might be difficult for the workers to acquire skill in such a short period. As the workers who went to the towns to work only a small proportion of the total population, the indigenous social structure would surely not be seriously affected if they were allowed to remain in towns, where they had better opportunities for education, vocational training and employment.

41. Mr. JONES (Special representative for New Guinea) explained that the Administration had come to the conclusion that political, economic and social advancement of the indigenous inhabitants should, as far as practicable, be through community life in the village; accordingly, the village must be preserved as a basic unit. Success achieved through the co-operatives and the rural progress societies had confirmed the wisdom of that policy. To do so the Administration had limited to two years the period during which the indigenous inhabitants might leave their village under an agreement to work elsewhere. At the same time, it was well aware that that period was too short for a worker to become completely efficient in skilled occupations, and it had therefore provided for exceptions to the general rule. Although a single worker or married man not accompanied by his wife had to return to his village for a period before entering into a further agreement, that rule did not apply to a worker whose wife resided with him at his place of employment.

42. The Administration was giving the most careful consideration to the problem of the employment of indigenous inhabitants, and all its plans were directed towards their best interests. The possibility of exempting skilled indigenous workers from the requirement to return home before entering into a second or subsequent agreement was at present under consideration.

43. Mr. SCOTT (New Zealand) asked how many indigenous inhabitants were employed on the medical staff of the mission hospitals.

44. Mr. JONES (Special representative for New Guinea) said that he did not know the exact figure, but understood from the information available to him that the number was very similar, proportionately, to the number employed by the Administration.

45. Mr. SCOTT (New Zealand) noted that the Administration provided financial assistance to the mission medical establishments and that it might, therefore, ask the missions to supply some information, if only approximate, about the indigenous medical staff employed in mission establishments.

46. He asked whether the Administration made use of posters and other simple publicity devices to teach the indigenous inhabitants the rules of personal hygiene and environmental sanitation.

47. Mr. JONES (Special representative for New Guinea) replied that at the end of 1953 he had seen excellent posters in the Territory, several thousand of which had been printed, and which provided the indigenous inhabitants with useful information.

48. Mr. SCOTT (New Zealand) asked whether the Administration had had any extensive investigations made into the nutritional requirements of the indigenous people.

49. Mr. JONES (Special representative for New Guinea) replied that a survey had been made about two years previously by Australian experts, whose report

had been published recently. Generally speaking, it had been found that, except for a few deficiencies, the indigenous diet was entirely satisfactory. The Administration was doing everything possible to remedy the deficiencies, in particular through the Department of Agriculture, by the introduction of new crops.

50. Mr. SCOTT (New Zealand) asked whether prisoners in the Administration prisons received vocational training.

51. Mr. JONES (Special representative for New Guinea) replied in the affirmative. In addition, thought was being given to the creation of a separate vocational training department in the prison system.

52. Mr. SCOTT (New Zealand) requested additional information on the hospital-building programme in the Territory and asked whether the relatively small sum allocated for that programme indicated that the work of the Department of Health in the Territory had been retarded.

53. Mr. JONES (Special representative for New Guinea) said that the delay in starting the hospital-building programme had been very disappointing to the Administering Authority; it was due to the fact that the matter had to be given careful thought before a final decision was taken, in view of the large sum that the Administering Authority intended to devote to the programme. In any case, the work was now under way and the tempo would probably increase year by year.

54. There had been no contraction in the work of the health services; as a perusal of the annual report indicated, the contrary was true. Special attention should be drawn to the research work carried out on the three principal diseases prevalent in the Territory — malaria, tuberculosis and Hansen's disease. Such work would be extremely useful not only to the Territory itself, but to all countries where those diseases were rife.

55. Mr. TSARAPKIN (Union of Soviet Socialist Republics) inquired how two seemingly contradictory statements in the annual report could be reconciled: the first; on page 61, was that all elements of the population were secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language and religion; the second, on page 62, mentioned restrictions on the movement of the indigenous inhabitants. More over, the annual report also indicated that the indigenous inhabitant was still liable to corporal punishment.

56. Mr. JONES (Special representative for New Guinea) replied that there was no contradiction in the annual report; the first passage quoted by the USSR representative was in fact followed by the words "except to the extent that it is still considered necessary to preserve certain provisions relating to the indigenous inhabitants in order to protect their interests". Where freedom of movement was concerned, he had nothing to add to the statement he had made in reply to a question by the Indian representative. The question of corporal punishment was discussed in detail in part X of the annual report, dealing with the action taken on the resolutions and recommendations of the General Assembly and of the Council, and he did not see what further information he could give on the subject.

57. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked whether the restrictions on the movement of the indigenous population were in fact imposed in certain towns only.

58. Mr. JONES (Special representative for New Guinea) confirmed that such restrictions were imposed only in certain townships named in the relevant ordinance.

59. Mr. TSARAPKIN (Union of Soviet Socialist Republics) noted that, according to the annual report, a number of indigenous inhabitants had been convicted for the unlawful wearing of clothing. He would like fuller information on the matter.

60. Mr. JONES (Special representative for New Guinea) regretted that he was not in a position to give any explanation; he would consult the competent authorities and provide information at a later stage.

61. Replying to further questions by Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) said that the 1,566 indigenous inhabitants referred to in appendix III, page 127, of the annual report had been prosecuted for breaches of the peace, such as disputes occurring at sports events or celebrations which might lead to a brawl. The punishment meted out was not severe, the sole intention being to make the offenders realize that such behaviour would not be tolerated. The chief officers of villages had authority to order certain work to be carried out in order to maintain cleanliness and hygiene in the villages, in the interests of the inhabitants themselves. The 165 indigenous inhabitants referred to in appendix III had been sentenced for failing to comply with such orders.

62. Mr. TSARAPKIN (Union of Soviet Socialist Republics) noted that the cash wage of day labourers was very low, the cost of clothing and other articles provided by the employer accounting for over 5s. out of a daily wage of 6s. He would also like to know the salary of the two medical assistants employed by the Baluan Council at its own expense, having regard to the fact that the Council's total expenditure on medical services in 1953 had been £174.²

63. Mr. JONES (Special representative for New Guinea) pointed out that the figure quoted by the USSR representative was the minimum wage for day labourers; after deducting cost of rations, a day-to-day worker received almost double the minimum cash wage. He was sorry that he could not give any information on the second point.

The meeting was suspended at 3.55 p.m. and resumed at 4.30 p.m.

64. The PRESIDENT invited members of the Council to ask questions concerning educational advancement in the Territory.

65. Mr. RYCKMANS (Belgium), quoting the figures given on pages 84 and 86 of the report, emphasized that the cost of education was largely borne by the missions, which were not State organizations and which received a total subsidy of only £50,000. The devotion of the missions found tangible expression in the number of schools they had opened without receiving any subsidy to cover building costs. Greater advantage could be taken of the devotion and competence of the missionaries, who had no personal ambitions and were prepared to remain humble schoolmasters in primary schools. In view of their thorough knowledge of the language of the country in which they spent their lives, they were, for example, in a better

² Figures used during the discussion on New Guinea refer to Australian currency. £A 125 = £ sterling 100 = \$US 280.

position to train indigenous inhabitants to teach indigenous inhabitants. The teacher-training college run by a mission received, however, a grant of only £100 a year. The second teacher-training college run by the Administration was an interesting experiment, but it had trained only 12 students during the year under review; no expansion of the educational system could be achieved at such a tempo. It would be in the Administration's interest to encourage the work of the missions by granting large subsidies, provided of course that the missions gave instruction of an adequate standard and agreed to inspection of the schools by the official government services.

66. Mr. JONES (Special representative for New Guinea) said that it was the Administering Authority's policy to assign a very important role in the educational field to the missions, particularly where village primary schools were concerned. The Administering Authority was highly appreciative of the assistance being given by the missions and granted them subsidies for their educational work. The construction of village schools did not involve the missions in any expense, as the schools were built by the inhabitants themselves with local materials. The grants made by the Administration were not limited to any fixed sum but were related to what the missions themselves could do; if they could comply with the requirements in regard to teaching standards and could provide an approved teaching staff which could be effectively employed, and there was no question of opening several schools by different missions in the same village or area, the Administering Authority granted subsidies; for example, for an education liaison officer £500 per annum, for an approved master or mistress £450 per annum. Furthermore, the amount of the subsidy paid to the different schools rose according to whether the school was a village primary school, an intermediate non-boarding school, an intermediate boarding school or a higher training institution. The Administering Authority attached great importance to educational policy and its attention would be drawn to the Belgian representative's observation on the matter.

67. Replying to a further question by Mr. RYCKMANS (Belgium), Mr. JONES (Special representative for New Guinea) said that, although the degree obtained by young people studying at the Central Medical School at Fiji was not quite equal to the medical degree obtained, for example, in Australia or the United States, a very high standard was maintained and advanced training given. Graduates of the school were variously known as Native medical practitioners and as assistant medical practitioners; their training and qualifications were the same in both cases and were those possessed by the Samoan medical practitioners in Western Samoa.

68. In reply to a question by Sir Alan BURNS (United Kingdom), Mr. JONES (Special representative for New Guinea) said that the recording patrols referred to on page 92 of the annual report were carried out by officers of the Department of Education. During such patrols, programmes on subjects of general interest and educational value to the indigenous population were recorded; such as music peculiar to the area or tribe visited, agricultural methods, the land ownership system, etc. Such programmes were then broadcast to the population as a whole.

69. Replying to a number of questions by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. JONES (Special representative for New Guinea) said that regulations for compulsory education were at present under consideration; appropriate action would be taken when the draft regulations had been approved. The complete course of primary education was not usually given in any one school. The 52 Administration schools, however, also provided the four final years of the course. Of the 20 secondary-education scholarships awarded to young people in Papua and New Guinea to enable them to continue their studies in Australia, six had been won by indigenous students of New Guinea, the same number—20 for Papua and New Guinea—would be awarded the following year; the Administration was in the meantime taking steps to provide secondary education for students who had attained a sufficiently high educational standard. The scholarships covered tuition fees, school books, clothing, and incidental and travelling expenses for the full five-year secondary course.

70. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked why only six scholarships had been awarded to young people from the Trust Territory as against 14 to those from Papua.

71. Mr. JONES (Special representative for New Guinea) replied that scholarship holders were selected by competitive examination. Only six of the candidates from New Guinea had reached a sufficiently high educational standard to permit them to continue their education in Australia. Those of the unsuccessful candidates whose knowledge was adequate for more advanced courses would have an opportunity of continuing their studies in one of the higher training centres in the Territory.

72. Referring to the figures given on page 133 of the annual report, Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that appropriation for the education of Europeans rose annually, whereas appropriation for the education of the indigenous population where the need was greatest, was lower than the previous year. He would like some explanation of that situation.

73. Mr. JONES (Special representative for New Guinea) said that the Administration had made an effort to recruit trained staff in Australia, which had to some extent retarded the development of educational services. The necessary staff had now been obtained; educational activities would thus be expanded and expenditure would consequently increase. The wages of indigenous teachers had been slightly increased. The chief savings had been made on school equipment, which need not be replaced each year, and especially on the cost of maintaining the pupils in boarding schools, without, however, reducing their numbers. Considerable savings, amounting to £40,000, had been effected by the establishment of station gardens; the produce from those gardens had replaced the food formerly imported at very high prices. The quality of the food served to the students had not in any way suffered; the calory and vitamin content had remained the same.

74. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that he could not see why economic and administrative factors affected only indigenous schools.

75. Mr. JONES (Special representative for New Guinea) pointed out that the higher expenditure for European pupils was explained by the increase in their

numbers. As there were no European boarding schools, expenditure on school meals could not be reduced as it could in the indigenous schools.

76. Mr. ROBBINS (United States of America) asked whether any comprehensive plan existed for educational development, which seemed to him essential for the country's general development.

77. He noted that in the Administration indigenous schools there was on the average one teacher for every 19 students, whilst in the mission schools and in the European schools there was one teacher for every 26 on every 21 pupils respectively. He wondered therefore whether greater advantage might not be taken of the available teachers in the Administration indigenous schools by increasing the number of pupils.

78. Mr. JONES (Special representative for New Guinea) replied in the affirmative to the first question.

79. The number of pupils in the Administration schools was governed by the location of the school and the number of pupils it was intended to serve.

80. Mr. TARAZI (Syria) asked if there were any village schools in receipt of subsidies from the Administering Authority.

81. Mr. JONES (Special representative for New Guinea) said that village councils were encouraged to establish schools in their areas. Teachers were provided and paid by the Administration. On page 84 of the annual report, the number of Administration schools was shown: there were 11 indigenous area schools and 41 other indigenous primary schools. On page 86 of the report, the number of mission village schools was given as 2,471.

82. Mr. TARAZI (Syria) asked whether provision was made for instruction in civics in the Administration schools and whether the pupils were informed of United Nations responsibilities towards the Territory.

83. Mr. JONES (Special representative for New Guinea) replied in the affirmative.

84. Mr. TARAZI (Syria) inquired whether there was a clear-cut distinction between the three categories of schools existing in the Territory, and asked for details of the secondary-school programme for the indigenous population and for Asians.

85. Mr. JONES (Special representative for New Guinea) said that where the population was sufficient, there was a school for each racial group in each locality, as the population did not wish to have mixed schools, and better results were obtained by meeting the particular needs of the students, as for example his language needs. However, when the number of the children of several racial groups were insufficient to warrant the establishment of separate schools, all attended the same school. The programme of secondary education did not take the indigenous and Asian pupils to the same standard as applied in Australia. However, the plan for educational advancement would enable full secondary education to be made available to the indigenous inhabitants. The best students could continue their studies in Australian schools.

86. Mr. TARAZI (Syria) asked whether pupils who had completed the full course of studies in the Territory would have access to universities.

87. Mr. JONES (Special representative for New Guinea) said that some scholarship holders would complete their secondary education in Australia and

could then enter a university. However, no instance had yet occurred.

88. Mr. TARAZI (Syria), turning to the question of uniformity of language, asked whether the Administering Authority was considering steps to enable pupils to follow courses in a common language, irrespective of the school they attended.

89. Mr. JONES (Special representative for New Guinea) said that English would be the *lingua franca*. An investigation was currently being carried on to determine whether there were any groups of indigenous languages which could be used for educational purposes. When it had been completed, a decision would be made and the Council would be informed of it.

90. Mr. SERRANO GARCIA (El Salvador) asked whether segregation was in force in the mission schools, and whether any indigenous inhabitant was a member of the Education Advisory Board or the District Education Committees.

91. Mr. JONES (Special representative for New Guinea) said that the missions were working mainly among the indigenous people. There were at present no indigenous members of the Education Committees.

92. Mr. PIGNON (France) noted with satisfaction that the Administration in its annual report recognized the importance of fundamental education. He wondered whether the collaboration of some of the missionaries, who had wide experience of the indigenous population and could co-operate with the education officers, might not be obtained in drawing up the programme. The inhabitants themselves might also usefully take part.

93. Mr. JONES (Special representative for New Guinea) said that the Education Department was to some extent working with the missions and with the indigenous local councils, but admitted that there was no official arrangement, except as provided for by the Education Ordinance. The French representative's suggestion was very important; he would submit it to the Administering Authority for consideration.

94. Mr. PIGNON (France), referring to the community development plan which was being carried out at Tabar, asked how far it had been successful.

95. Mr. JONES (Special representative for New Guinea) said that the results had been quite interesting. There had been a general improvement in that community, and a number of indigenous people, whose services would be used in other areas, had been trained. The Administration had started several experimental projects in addition to Tabar.

96. Mr. SCOTT (New Zealand) asked whether there were any village higher schools maintained by the missions. He noted that the annual report mentioned the establishment of a number of schools in association with the village councils, and would like to have some information on that association.

97. Mr. JONES (Special representative for New Guinea), answered the first point by referring to page 194, appendix XXII, of the report. With regard to the second point, he said that the school buildings were usually provided by the village councils, which also met the costs. Control of the schools, however, rested with the Director of Education.

98. Mr. SCOTT (New Zealand) asked what was the value, in pounds, of the scholarships for higher studies in Australia awarded by the Administration, and whether the missions awarded similar scholarships to their pupils.

99. Mr. JONES (Special representative for New Guinea) said that the value of the scholarships for secondary education was approximately £1,500 and would amount to £3,500 or £4,000 if they were for higher education. He did not know whether the missions also awarded scholarships to their pupils, but they were eligible for Administration scholarships.

100. Mr. SCOTT (New Zealand) said that it was reassuring to learn that there was free education at all levels for boys and girls, both in the Administration schools and in the mission schools. The annual report stated (p. 87) that it was anticipated that compulsory attendance at schools might be applied in certain more advanced areas of the Territory. He would like to know what areas were contemplated.

101. Mr. JONES (Special representative for New Guinea) said that the measure would at first be applied

in urban areas, and subsequently in other densely populated areas where adequate transport and schools were available.

102. Mr. S. S. LIU (China) noted that the special representative, in his opening statement (537th meeting), had said that he thought he could reach an agreement with the United Nations Department of Public Information to ensure a steady flow of material suitable for distribution in the territories. He would like to know what arrangements had been made.

103. Mr. JONES (Special representative for New Guinea) said that he had not yet had time to get in touch with that Department, but intended to do so as soon as possible.

The meeting rose at 5.55 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, 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, United Nations Educational, Scientific and Cultural Organization; World Health Organization.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (*continued*)

[Agenda items 4 (c) and 5]

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

GENERAL DEBATE

1. Mr. SEARS (United States of America) said that the controlling fact in New Guinea was that the million Melanesian inhabitants of an area the size of the United Kingdom were for the most part in the early stages of contact with the outside world. His delegation admired the bravery of the Australian-led patrols and their humane methods of carrying out the pacific penetration of New Guinea.

2. The establishment of peace and order after generations of tribal warfare was a great contribution to the development of civilization in the Territory. It was equally significant that the attitude of individual villagers towards one another had changed. According to sociologists, a psychological revolution had taken place in the past thirty years: as peace and stability had been established, suspicion and a disposition to quarrel had been replaced by friendliness and group co-operation.

3. In the view of his delegation, the Australian Government was laying a successful foundation on which the people of New Guinea could build for the future. That foundation could be strengthened by the development of long-range plans for economic and educational advancement. His delegation was convinced that, in the process, the Administration would continue to bear in mind the importance of safeguarding the patrimony of the Melanesian peoples; he was encouraged by the extent to which they were being protected in their own countries so that one day they might be able to determine their future free from the fear of being engulfed from without. As they progressed towards their final goal of self-government, he was confident that they would not fall prey to a new, communist-inspired form of colonialism which was more oppressive than any imperial system of the past. He was sure that, as time went on, the people of New Guinea would adapt themselves to the wider horizons of the modern world more rapidly than many might think.

4. Mr. S. S. LIU (China) expressed his delegation's interest in the additional areas brought under Administration control or partial influence during the year. It regretted that four lives had been lost in the process, and hoped that those responsible would soon be punished. He had noted that only two new village councils had been established during the year, that the Legislative Council of 29 included only three indigenous members, two of whom were from the Trust Territory, and that the district and town advisory councils had no indigenous members. He did not feel that, in view of the matters with which those councils dealt, the indigenous inhabitants would be adequately represented by the departmental officials concerned.

5. Judicial functions appeared still to be exercised, with few exceptions, by Administration officials. As the participation of indigenous inhabitants in the Administration was not shown separately for the Trust Territory, the Council was unable to assess the rate at which that participation had increased; in future the Administering Authority should state how many indigenous officials had been appointed to the Trust Territory, and the exact nature of their posts. He had been glad, however, to learn of the establishment of a new auxiliary division of the Public Service, offering qualified officials a permanent career; of plans to open other divisions to indigenous officials; and of the Public Service Institute to train indigenous persons for official posts. He hoped to learn more of those developments from future annual reports.

6. Since far more copra was produced in New Guinea than in Papua it seemed unfair that local producers in either Territory should be equally represented by one member on the Papua and New Guinea Copra Marketing Board, which, he noticed, had no indigenous members. He asked the Administering Authority to inform the Council at its next session of the decision taken with regard to the apparent conflict between Article 76 d of the Charter and the requirement that British subjects must hold two-thirds of the shares in certain types of companies. He also hoped to learn from

the next annual report more details of the conclusions in the matter of the gold royalty reached by the panel appointed to investigate the gold mining industry.

7. Turning to the question of corporal punishment, Mr. Liu said that although the bodily pain inflicted by a light cane was not great, such punishment was inconsistent with the protection of human rights, and must be replaced by a more humane penalty. That could be done without necessarily losing any of the deterrent effect of corporal punishment.

8. The substantial decrease in expenditure on education and the fall in the proportion of the educational to other budget allocations had evidently retarded educational advancement, particularly among the indigenous population. Expenditure on equipping schools was not an item that recurred each year; hence the funds spent for that purpose one year could be spent the following year on new school buildings. Savings on imported food for students, derived from the increase in local food production, could be usefully spent on other parts of the educational programme. Mr. Liu hoped that the Administration would make every effort to advance its teacher-training programme and to increase the number of scholarships for study abroad.

9. Sir Alan BURNS (United Kingdom) said that, in assessing the constructive progress made by the Administering Authority, the Council would keep in mind the formidable topography, ethnic diversity and primitive social structure of the Territory. The Administering Authority had appreciably consolidated its control of the Territory, leaving only 10 per cent of the whole area of the Territory still restricted. The tragic murder of two patrol officers and two members of the Native constabulary was a needless reminder of the risks inherent in administering New Guinea. It was pleasing to note the humanitarian spirit in which the Administering Authority pursued its penetration policy.

10. Road construction was an essential factor in civilizing and developing the economy of, backward countries. The physical difficulties in New Guinea were immense, and the cost would be very great; but Australian resourcefulness was famous, and it was gratifying to note that the indispensable roads were steadily being built.

11. The Administering Authority's views on political advancement were realistic and its policy of establishing village councils sound. Each council embraced a fair number of villages, and the addition of two to the previous four was a real achievement. Spectacular results could not be expected, but the Administering Authority would encourage the inhabitants to assume responsibilities for their own affairs as they learned to do so. From his own experience, he considered the existing system of nomination to the Legislative Council following free consultation among the groups concerned to be flexible and democratic. A desire to see that Council constituted on a broader basis was understandable, however, and he knew that the elective principle would be introduced at the appropriate time.

12. The pragmatic attitude towards economic planning was the right one. His delegation had been glad to note the inception of co-operative enterprises, particularly for cocoa and rice, and the response to the training courses run by the Department of Agriculture. The marked increase in co-operative activity was in accordance with the suggestions previously made in the Council. The diversification of production and the agricultural research in hand were commendable and would prove fruitful.

13. His delegation welcomed the expansion of the health and medical services, especially with regard to hospitals in outlying areas, and the creation, on the recommendation of the Education Advisory Board, of the scholarship scheme for attendance at Australian secondary schools. The Board appeared to be working constructively and sensibly, and worthwhile results could be expected of it.

14. The Administering Authority's activities were a cause for congratulation. They would reward Australia little, but would greatly benefit the people of New Guinea.

15. Mr. SERRANO GARCIA (El Salvador) said that his delegation appreciated the difficulties faced by the Administering Authority owing to the diversity of tribes composing the population of New Guinea, their varied customs and languages and the primitive structure of indigenous society. The fact that not all the Territory had yet been explored and pacified meant a constant menace to the person and property of its inhabitants, and impeded the development of its resources. The Administering Authority's campaign for pacification by patrols was highly meritorious and it was to be hoped that, despite the sad losses which that method had already entailed, penetration of the remaining 8,500 square miles of restricted territory would be completed as soon as possible.

16. At the present stage of the Territory's political development the village councils formed the best method of disseminating civilization and should be multiplied as far as possible. The examples from Baluan and New Britain were encouraging signs of the indigenous population's aspirations towards self-government and self-determination, which it was the Administering Authority's duty to encourage by providing specialist officers to train the people to make full use of the village councils.

17. To overcome the isolation of individual sections of the Territory's population, it would be useful to develop a regional consciousness from which, later on, a national consciousness might grow.

18. Heavy investment would be needed to make full use of the Territory's vast natural wealth, and he heartily supported the efforts which the Administration was making to secure the necessary funds. Taxes should be used to supply income for the improvement of existing, and the institution of additional services. As had been pointed out at the Council's tenth session (A/2150, p. 278), it would also be well to increase the scope of gold mining.

19. So long as corporal punishment and restrictions on movement remained the policy of the Administration, the Trusteeship Council would continue to recommend their abolition. He nevertheless appreciated to the full the Administering Authority's efforts in the economic and social fields, and hoped that they would yield even greater results in the future.

20. It would be desirable to increase the facilities for secondary education, to grant more scholarships for study overseas and to add to the existing, very small number of official and mission schools. While congratulating the Administering Authority on its efforts for education in the Territory, he looked forward to finding in its next annual report more information about educational advancement.

21. Mr. SCOTT (New Zealand) observed that New Guinea had been among the last countries with which civilization had made contact. In 10 per cent of its area,

which was still unreached, the people lived in Stone-Age conditions. In its topography, the Territory was among the most diversified of all the Trust Territories. The United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had been deeply impressed by the difficulties of controlling those vast natural forces, even at the present stage of economic development.

22. In a Territory where tribal warfare had only recently disappeared, where extremely varied ethnic and linguistic groups had lived for so long in virtual isolation, the Administering Authority was to be highly commended for its patient and hazardous labour of peaceful penetration. It had properly placed emphasis on extending local government to areas where the people were capable of assuming some responsibility for the management of their own affairs, by increasing the number of village councils and by training indigenous persons for higher posts in the Public Service. It would be unrealistic, at that stage, to attempt to transform the tribal structure of New Guinea by introducing modern political machinery; instead, the Administering Authority should be urged to concentrate its efforts on economic and educational advancement.

23. Economic development might be given greater impetus by drawing up a series of regional plans based on a thorough investigation of the Territory's potentialities. The expansion of indigenous industry and the investment of local and foreign capital should be co-ordinated, if they were to result in raising the living standards of the population. The Administering Authority should ensure that foreign companies, especially those engaged in extractive industries, participated fully in achieving that objective; and capital investment should be maintained at a steady rate.

24. The Administration was to be commended also on its efforts to expand and diversify agricultural activities, particularly on the success of its rice-growing projects, one of a series of measures to reduce the Territory's dependence on imported foodstuffs. The upward trend in the production of major exports, which had resulted in a favourable trade balance for New Guinea for the first time since the war, was also heartening. In that connexion, he pointed out that the activities of the Land Development Board in promoting the most economic utilization of the land could be expected to increase crop output and protect indigenous land interests. The progress in road construction was likewise most encouraging.

25. The Administration was tackling public health problems vigorously but should give more attention to the training of indigenous staff, particularly women, and to education generally, by increasing its assistance to mission schools, as had been suggested by the Belgian representative at the 541st meeting as well as in the observations of UNESCO (T/1124). There was a distinct need to expand teacher-training institutions far beyond the two existing Administration training centres. The problem of the language of instruction in a multi-lingual Territory like New Guinea required special attention, and the Education Advisory Board's recognition of the importance of English at an early stage of instruction was a step in the right direction. New Zealand also welcomed the introduction of the scholarship scheme.

26. Mr. RYCKMANS (Belgium) said that, on the whole, the year under review had been a year of progress. The progress had not been spectacular but it must be borne in mind that New Guinea was the most difficult and backward Trust Territory. The rate

of progress would undoubtedly increase progressively as time went on. The Administering Authority was to be congratulated on its policy of peaceful penetration, to which it remained faithful despite the fact that sometimes, as in the past year, representatives of the Administration lost their lives in carrying out their difficult task. For many years, Australia had been contributing two thirds of the total public expenditure of the Territory. The disinterested way in which it was discharging its responsibility in New Guinea was most praiseworthy.

27. The Chinese representative had commented on the small number of indigenous representatives on the Legislative Council. It should be remembered that in all Trust and Non-Self-Governing Territories the official representatives on such councils in fact represented and protected the interests of the indigenous inhabitants. It would be a serious mistake to consider them as representing the interests of the European population.

28. He fully agreed with the French representative's statement at the 538th meeting to the effect that the organization of indigenous local government was one of the main functions of the district commissioners. Rather than specialists being appointed to assist them to set up village councils and other similar bodies, the district commissioners themselves should be specialists in such work and have assistants to do the other administrative tasks for which less special knowledge was required.

29. The medical services still existed in embryo only. Budgetary provision had been made for far more medical personnel than were actually employed, which indicated the efforts the Administration was making. It was to be hoped that everything possible would be done to bring the medical staff up to strength.

30. Educational advancement was of primary importance. The missions were already doing much to help and would be prepared to do much more. The missionaries had some training in teaching; they were not concerned with retiring on a pension as soon as possible; they had a much better knowledge of the local languages than most officials. It was their policy to penetrate into all areas, even the most rugged. Forty per cent of the population was now Christian, and people who trusted the missionaries enough to be baptized would obviously trust them enough to attend their schools. That was particularly true where the education of girls — which was of vital importance to the country's future — was concerned. Women teachers were essential and, apart from the missionaries, it was very difficult to find European women who were prepared to go and teach in the New Guinea bush. He quoted figures to show that there were far more girls at the mission schools of all grades than at the schools run by the Administration.

31. The budget estimates for education were obviously inadequate, as the Australian Government itself admitted. There was no point, however, in making additional funds available while there was no increase in the number of teachers. The missions, on the other hand, were obviously handicapped by their meagre resources. The solution was to increase the subsidies to the mission schools, which were now subsidized to the extent of approximately 25 per cent of their expenditure. Many of the mission schools were admittedly very primitive, but they could be improved and the possibility of obtaining additional subsidies, provided that an adequate educational standard was met, would undoubtedly act as an incentive to improve-

ment. The subsidies should be available not only for the payment of teachers but also for the construction of proper school buildings. School attendance would probably increase if the schools were housed in new buildings of a European type, rather than in straw huts, as at present. To sum up, in a backward country like New Guinea, the best way of promoting educational advancement was to make the greatest possible use of the co-operation and devotion of the missionaries.

Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, withdrew.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126)

[Agenda item 4 (b)]

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

OPENING STATEMENT

32. Mr. MUNRO (New Zealand) introduced the special representative.

33. Mr. EDMONDS (Special representative for Western Samoa) said that the Legislative Assembly of Western Samoa had met for ten days in March 1954. As was usual in the March session, it had passed no major legislation but had discussed the estimates for the year at length. It had also considered several reports, such as the annual report on the Development Plan, the various departmental reports and reports from the select committees on currency, on a private petition and on arbitration.

34. Elections for a new Legislative Assembly had been held on 13 April 1954. Three of the sitting Samoan members had been returned, two of them unopposed and one after a vote by secret ballot in the Fono of Faipule. Three other Samoans had been nominated unopposed by their districts and their nomination had been duly confirmed by the Fono of Faipule. Two or more nominations had been received from six constituencies. In four cases the Fono of Faipule had voted in accordance with the procedure outlined in the annual report.¹ In the other two cases a single nomination had been accepted by all the parties in pre-election discussions. Eleven of the Samoan members represented the eleven traditional political districts. The twelfth had received a last-minute nomination from the district of Atua and had polled evenly in the Fono of Faipule with the sitting member who had been renominated by that district. The Fono had decided that the sitting member should remain as the representative of Atua while the other nominee, Mr. Fonoti, the Chairman of the Samoan Democratic Party, should become the twelfth man. The election was the best organized and most satisfactory so far.

35. The five European members of the Legislative Assembly had also been elected on 13 April 1954. Ten candidates had stood for the five places. Although the great majority of the persons on the European electoral roll were part-Samoan, three of the European members

elected were not. The election campaign had been very brief and had consisted mainly of personal manifestos and broadcast speeches. One group had indulged in some house-to-house canvassing.

36. The new unofficial members of the Executive Council had been nominated by the Samoan members and the European members of the Legislative Assembly respectively and had been sworn in on 13 May 1954 at a special session of the Assembly.

37. During the special session the Assembly had set up its standing committees. It had decided to retain the Standing Committees for Health and Public Works but to amalgamate those for Education and Broadcasting and to set up a new Standing Committee for Agriculture and Co-operatives. Those changes indicated that the members of the Assembly were aware of the increasing importance of agriculture and co-operatives and believed that broadcasting would probably become more and more a medium of adult education.

38. The first annual report on the development plan had been debated by the Legislative Assembly in March and the debate had been broadcast, as were all the Assembly's proceedings. The debate had not been long or exhaustive, but it had given useful publicity to the contents of the plan and the progress made so far. The three Samoan members who had spoken had emphasized the need to respect Samoan custom and the probably unfavourable results of any attempt to change too quickly the traditional economic or political structure of Samoan society. Two European members had emphasized the need for balanced progress and the desirability of giving due emphasis to the economic side of the plan before hoping to reach the final political objective. The remaining European speaker had appeared to favour the opinions of the previous Samoan speakers. The annual report had been translated into Samoan and widely circulated throughout the Territory. Certain aspects of the plan had also been discussed by the Fono of Faipule.

39. The Working Committee on the Development Plan had held 22 meetings since September 1953 and two new members, the new European member of the Executive Council and the new Chairman of the Fono of Faipule, had been appointed. The Committee had made tentative recommendations on most of the major political issues indicated in the statement of 19 March 1953 made by the Prime Minister of New Zealand (T/1079, annex I), but they had not yet been discussed with the High Commissioner. The people in general appeared to welcome the development plan, although they were apparently willing to leave the public discussion of it to their political representatives, at least at the present stage. The fact that the people were aware of the plan was indicated by direct references to some aspects of it in the calypso songs sung during the recent visit of the Governor-General of New Zealand. The Working Committee's recommendations would be widely publicized once they had been drafted in final form and everything would be done to evoke comments and counter-suggestions from the people before the constitutional convention met at the end of 1954.

40. An effort was being made to associate the unofficial members of the Executive Council more closely with the work of the executive branch of the Government and with government departments at a policy level. Various suggestions had been discussed in the Executive Council and its recommendations were being considered by the Administering Authority.

¹ See *Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953*, Department of Island Territories, Wellington, 1954.

41. The Local Government Board had been set up in April and had held three meetings on matters connected with local government, water supply authorities and the organization of district courts. It had received inquiries and delegations from many villages, including Matautu, from which a petition had been received in 1953 relating, among other things, to local government. The Executive Council had recommended the setting up of an Apia town planning committee composed of officers from the various interested departments who would work in close liaison with business interests and village authorities to advise the Government on matters such as roads, traffic, building and recreation facilities in the Apia area.

42. The first stage of the economic survey had been completed. The final report should be available to the Administration within the next few months. A preliminary and incomplete draft suggested that it should be most valuable. At its March session the Assembly had voted a further £11,600 towards the cost of the aerial survey. A hangar had been built and aerial photography begun. If the recent exceptionally clear weather held, it might be possible to complete the aerial photography in 1954.

43. In March, an experienced Australian officer from New Guinea had been appointed as Registrar of Co-operatives. He had drawn up regulations on co-operative societies which would be promulgated in the near future. Some 20 groups were eager to be registered as trading co-operatives. Some of them had already begun trading operations but, unfortunately, in most cases, they did not appear to be sufficiently solvent to be registered immediately. They were being given every encouragement and assistance, including courses in business methods, the use of approved co-operative forms, account books and so on.

44. At the end of March a new Director of Agriculture had taken up his post and had already increased his staff by the appointment of four Samoan agricultural trainees. The South Pacific Commission was undertaking extensive and intensive research into the habits and control of the rhinoceros beetle, and an entomologist supplied by the Commission would spend three years working on the problem in Samoa.

45. A departmental committee had been appointed towards the end of 1953 to investigate the taxation system in the Territory. It had already reported on tariffs and death duties and was investigating store tax, export tax and income tax.

46. It had been tentatively agreed that in the interim period before the control of the New Zealand Reparation Estates was vested in a Samoan corporation or board, a local advisory committee should assist the general manager on matters of general policy. The Executive Council had made certain detailed recommendations along those lines which were under consideration by the Administering Authority.

47. The price-control system had been fully reviewed early in 1954 and, after discussion in the Executive Council, price controls had been completely relaxed except in the case of approximately two dozen essential items.

48. A very full report on education had been placed before the Assembly in March but it had not yet been fully debated or considered by the Education Committee or the Government.

49. The position with regard to staff shortages had improved in the last few months. A chief sanitary

inspector, file officer and taxation officer had been appointed, a number of new teachers had arrived and applications had been invited for the posts of senior engineer and expert road construction overseer. More trained agricultural, educational, public works and health personnel would be required, however, if development was to be continued with the utmost speed and efficiency.

50. It was obvious that the current high prices for export products had created almost unprecedented prosperity in Samoa, for the time being at least. Unfortunately that prosperity was not solidly based on increased and increasing *per capita* production. Samoa's annual rate of natural population increase over the period 1946-1951 had apparently been the highest in the world and the *per capita* volume of exports was lagging, or at least not rising. In 1951 almost 50 per cent of the population had been under 16 years of age; in other words they had not been fully productive members of society. Furthermore, the ability to raise sufficient traditional food crops for normal domestic consumption and the very high prices paid for export crops tended to conceal the true picture of individual production and to prevent the mass of the people from fully appreciating the urgency of the problem.

51. The current prosperity was reflected in the 1954 budget estimates. The unprecedented sum of £1,133,900 was to be raised from taxation or reserves and 24 per cent of that sum would be spent on capital development. That did not include the various grants and payments to be made by the New Zealand Government, which totalled about £80,000.

52. Total exports in 1953 had amounted to £1,954,689 and had set a record. The favourable balance of visible trade had been over £600,000. The export of cocoa and bananas had broken all local records in both volume and monetary value. Unfortunately, the wet weather at the end of 1953 and the beginning of 1954 had adversely affected cocoa production for the time being, but the November crop might rectify the position. Exports of copra in 1953 had dropped by almost 6,000 tons compared with 1952. That was probably due, first, to a very big shipment which had left Apia at the very end of December 1952 boosting the export figures for 1952 at the expense of those for 1953; secondly, to the generally lower production in many parts of the South Pacific area in 1953 following the two previous very dry years; and thirdly, to the increased domestic consumption of the rapidly rising population. It was to be hoped that copra exports would be higher in 1954; copra production appeared to be higher than usual and the British Ministry of Food contract price for copra had been raised to £70 5s. 3d. a ton (local price) as compared with £65 4s. 10d. in 1953.

53. The export of rubber and desiccated coconut remained at a standstill, as the world market prices for those commodities were so low that it was uneconomic to produce them.

54. Despite the increase in export trade, the Territory's total trade had fallen in 1953 owing to the drop in the value of imports. Many firms had apparently been clearing stocks purchased in 1952, but they now seemed to be importing again to build up their reserve supplies.

The meeting was suspended at 4.10 p.m. and resumed at 4.40 p.m.

55. Turning to the question of the economic development of the Territory, Mr. EDMONDS (Special representative for Western Samoa) emphasized the marked

progress in road and bridge construction, particularly on Savai'i. Within another two years, it would be possible to circle the island by motor vehicle. Ferro-concrete structures were rapidly replacing the old wooden bridges. The power and water resources of the Territory would also be increased substantially by the completion of a new 1000 kW. hydroelectric plant at Avele and the improvement and extension of the Fagamalo water supply.

56. Private enterprise in Western Samoa had become more active. The recently organized soap and tyre-retreading factories were working at an accelerated speed. The Government had exempted from customs duty the raw materials which still had to be imported for the manufacture of soap. A further sign of private economic activity was the laying of the foundation stone for the new Bank of New Zealand building.

57. Agricultural production, however, was the crucial factor in the Territory's economy, and the Government had taken important steps to promote it. The New Zealand Reparation Estates, working in close co-operation with the Department of Agriculture, had accomplished much by its experiments in planting and cattle-breeding. It had supplied the Department with selected seed coconuts and seed pods, which had been distributed free of charge and planted under the supervision of Department inspectors, who continued to enforce the regulations for maintaining the high quality of export crops. In addition to continued management of several planting projects, including a banana scheme and test plots of pasture legumes, the Department had begun a survey of land in Savai'i recently acquired from the Reparation Estates. The Estates had continued its experiments in coconut and cocoa cultivation, increased the coffee-planting area to more than 100 acres, and had produced about 15 per cent of the copra and 11 per cent of the cocoa exported from the Territory in the year ending 31 March 1953, as well as timber, beef and rubber. Its importance to the economy of Western Samoa would be seen from the fact that it had paid £39,400 in taxation to the Territorial Government, and that all profits from its agricultural activities were spent on approved projects of the Territorial Government.

58. Of the net expenditure of the Territorial Government, 14 per cent was devoted to education and 18 per cent to health and sanitation. A yaws-control campaign was to be carried out by the Territorial Government in 1955, with the advice and practical assistance of the World Health Organization and the United Nations Children's Fund. The following year, WHO would provide a semester in environmental sanitation for the benefit of medical practitioners in Western Samoa, but open to medical personnel from other Pacific islands. A Samoan medical practitioner would be sent on a WHO scholarship to study under a specialist in the treatment of mental diseases.

59. Several of the more important health advances in the Territory centred around Apia Hospital. Lepers had been successfully treated with new drugs there; a new maternity ward was being constructed; and an infant clinic, unique in the Pacific, was rapidly restoring to good health many Samoan children suffering from malnutrition. Owing largely to the work of the infant clinic, the village women's committees and the Samoan-trained nurses in the various districts, there had been an amazing drop in the infant mortality rate. For its part, the New Zealand Government had approved a grant of £7,000 for the purchase by the Health Depart-

ment of new X-ray equipment, and the Territorial Government had allocated funds for the construction of a new X-ray room. Finally, the general health of the Samoans was good, a fact substantiated by the consistent growth in the population.

60. The educational services of Western Samoa had been improved and extended. At Poutasi, the fourth district school in Samoa had been completed, with the help of a government subsidy; new school buildings had been constructed; and the curriculum of Samoa College had been broadened by the addition of courses in manual training, domestic science and homecrafts. Certain village schools had been amalgamated and their pupils given ample opportunity to obtain education above the Standard IV level.

61. The New Zealand Government had granted 12 scholarships to Samoan pupils in December 1953, eight to pupils from government schools and four to pupils from mission schools, in addition to the 23 students already receiving specialized training in New Zealand on scholarship grants. Since the beginning of 1954, an Advisory Committee on Scholarships had been set up to advise the Government on matters of policy connected with the granting of scholarships, bursaries, fellowships and kindred matters. The Administration was also considering a plan to extend the Teachers Training College and train more infant teachers, as a matter of urgency arising from an increase of 1,600 pupils on the rolls of government schools in 1954. The table classifying pupils in government schools by age, sex and class had been deliberately omitted from the annual report because the unavoidable margin of error arising from the difficulty in obtaining trustworthy birth certificates would make the statistics very misleading.

62. With reference to a recommendation adopted by the Council at its twelfth session (A/2427, p. 66) and to a suggestion from the 1953 Visiting Mission (T/1079, para. 41), eight Samoan civil servants were being trained in the New Zealand Civil Service, which had offered to send its chief expert on staff training to Western Samoa to advise the Territorial Government on the organization of a more comprehensive system of training Samoans for administrative and professional posts in the Public Service. A Trades Training Committee had recently been established to advise the Government on the institution of a more adequate system of trades training. The Public Service Appeal Board was functioning effectively in Western Samoa, and had recently ruled in favour of the appeal rights of officers of the Samoan service against the appointment of persons from the New Zealand Civil Service.

63. With regard to labour legislation, a bill was to be debated in the Legislative Assembly based on a draft ordinance contained in the report on labour conditions in Western Samoa prepared by Mr. Duncan, an official of the New Zealand Department of Labour and Employment.

64. The work of the South Pacific Commission and its Research Council continued to be of great assistance to the Territory.

65. Finally, on the occasion of the Governor-General's visit, the local population had expressed warm approval of the Administering Authority's policies as laid down in the Prime Minister's statement of March 1953, and had stressed the importance of minimum disturbance in Samoan customs in the common effort to prepare the Territory for self-government.

66. In reply to questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) said that there had been no delay in holding the constitutional convention. The New Zealand Prime Minister, in his statement, had envisaged a lengthy period of preparation for the convention and had thought that, at the earliest, it could not be held before the end of 1954; as it happened, it now seemed that it was probably to be convened in October or November. The primary purpose of the convention was to enable the Administering Authority to consult the people of Western Samoa in accordance with its obligations under the Trusteeship Agreement and the United Nations Charter; it would therefore be premature, and even unwise, to attempt to say what the people were thinking before they had spoken for themselves.

67. Further information on the proposals for constitutional development were to be found in the Working Committee's annual report on the development plan, which had been placed before the Legislative Assembly in March 1954.

68. Mr. JAIPAL (India) asked whether the apparent reluctance of the Samoan people to adopt a system of universal adult suffrage was likely to delay the granting of self-government to Western Samoa, and whether the Administration and the Working Committee had considered introducing the system gradually in areas where there was no objection. The Samoan Democratic Party had considered that procedure possible, but it was perhaps not representative of Samoan opinion generally.

69. Mr. EDMONDS (Special representative for Western Samoa) said that there was strong feeling in Samoa that universal adult suffrage was incompatible with traditional Samoan custom. The Administering Authority was eager to lead the Samoan people towards more modern forms of democratic government, but did not wish to force universal suffrage upon them. In fact they were very well accustomed to the idea of selection and representation. The *matais*, or heads of family groups, were elected to the title by the members of those groups. The *matai* was chosen for his qualities as a representative leader of the family group and after his election was expected to speak for that group collectively on all matters political, social and economic. Nevertheless, if he acted in any way contrary to his people's wishes, he could be removed by common consent in the same way as he had been elected. It was not true to suggest that the views of untitled people were necessarily represented by the *matais* who formed the Samoan Democratic Party. The whole question was, however, under consideration by the Working Committee, and in any case it was intended that the constitutional convention itself should be entirely public and that any person who wished should be given an opportunity to speak before it.

70. Mr. JAIPAL (India) admitted that Samoan custom revealed an advanced concept of democracy.

71. He noted that the Territory's Executive Council was composed of five Samoans and five Europeans, and wondered whether it would not serve to promote the political advancement of the Samoan people to increase their representation on that Council or at any rate to grant the Samoan members of it some measure of executive responsibility in such departments as those of local government administration, health, communications and agriculture.

72. Mr. EDMONDS (Special representative for Western Samoa) wished to point out, first of all, that three of the so-called European members of the Executive Council did not represent European public opinion; they were officials acting in their capacity as heads of the central government departments. The Council was an advisory body and the views of its unofficial members were especially considered by the High Commissioner on any subject discussed by it. It was also to be remembered that the Executive Council was an interim body only and would give place in due course to a cabinet responsible to the House of Representatives. The composition and method of election of the future cabinet were being discussed by the Working Committee, whose suggestions would come before the constitutional convention. Meanwhile, measures were being actively considered by the Administering Authority for the closer association of the unofficial members of the Executive Council with the work of the various departments.

73. With regard to the question of common citizenship for all inhabitants of Western Samoa, although it was generally agreed that European and part-European members of the population of Western Samoa should be citizens on equal terms with Samoans in any future Samoan State, many people feared that numerous legal, administrative and cultural difficulties would arise if a common status were introduced forthwith. The Samoan people did not in general feel that the differences existing in law between persons of European and persons of Samoan status discriminated against themselves. In general they accepted the idea that Europeans could be good Samoan citizens, and indeed many of those of European status were not strictly European in any respect. The difference was primarily a matter of habits and ways of life, and the Samoans themselves were anxious to preserve their culture from the possibly harmful influence of persons of another background. They therefore had some hesitations with regard to advocating a common status. The general feeling in the Working Committee was that the whole matter should be left in abeyance for a while, until the difficulties had been investigated by a sub-committee of the Working Committee or perhaps by a select committee of the Assembly.

74. Mr. JAIPAL (India) concluded that the question of legal discrimination was not a live issue in Western Samoa.

75. He then drew attention to the paucity of Samoans among the higher ranks of the administrative service. There were only two pure Samoans and four part Samoans occupying senior posts in the Administration; in the Education and Health Departments, in which his delegation had a particular interest, there were only five Samoans as against 38 Europeans occupying senior positions. He asked what steps the Administration had taken to create a corps of trained civil servants within the shortest possible time.

76. Mr. EDMONDS (Special representative for Western Samoa) noted in passing that Europeans of part Samoan blood were considered by Samoans to be "sons of Samoa"; there was therefore no distinction to be drawn in that respect between "pure" and "part" Samoans.

77. With regard to the training of Western Samoans for public service, there were at present eight Samoans undergoing training in government departments in New Zealand. In addition, it was the policy of the New Zealand Government to give all Samoan scholar-

ship pupils in the country some experience of work in government departments before they returned to Samoa. Samoan political leaders recognized that for some time to come it would be necessary to employ persons from overseas in the senior posts of the civil service until Samoans acquired the necessary technical and professional qualifications. There were at present three Samoan students attending Otago Medical University and eight others attending teacher-training colleges in New Zealand. After the completion of their studies they would return to occupy posts in the Education and Health Departments. Most of the senior overseas administrative officers were also qualified professional or technical officers.

78. Mr. JAIPAL (India) asked what progress the recently established Local Government Board had made in improving local administration and co-ordinating the activities of local authorities.

79. Mr. EDMONDS (Special representative for Western Samoa) read a section of the relevant ordinance, and said that the Board had so far been engaged mainly in receiving inquiries and in disseminating information about itself and its purposes among existing embryonic local authorities. No local

authorities had yet been set up under the ordinance which had created the Board, and several months were likely to elapse before the first, which would probably be those responsible for water supply, could be established.

80. Mr. JAIPAL (India) recalled that the 1953 Visiting Mission had inquired into the possibility of a local government administration for the town of Apia. He asked how soon that town would have a local administration and whether, if the Samoan people in the neighbouring areas objected, a separate town administration could be set up, distinct from the local administration for the area as a whole.

81. Mr. EDMONDS (Special representative for Western Samoa) explained the historical reasons for the reluctance of Samoans to see a municipality established for Apia. A legacy of hostility remained and even today the question was far from simple, in view of differing interests in the area. The Territorial Government favoured the setting up of a municipality but believed that the initiative must come from the various people directly concerned. The activities of the new Town Planning Committee for the area might evoke the desired result.

The meeting rose at 6 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

543rd Meeting

Friday, 25 June 1954,
at 2 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, 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, United Nations Educational, Scientific and Cultural Organization.

In the absence of the President, Mr. Pignon (France), Vice-President, took the Chair.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (*continued*)

[Agenda item 4 (b)]

At the invitation of the President, Mr. Edmonds, special representative of the Administering Authority for the Trust Territory of Western Samoa, took a seat at the Council table.

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

1. Mr. EDMONDS (Special representative for Western Samoa) noted that at first sight the annual report¹ might give in many ways a disappointing picture of the participation of the indigenous inhabitants in the senior posts of the Public Service. But the effects of the period of the Mau movement 1926-1936, during which time the local inhabitants had refused to co-operate in any way with the Mandatory Power, and the influence of the Second World War must not be forgotten; it had at that time been impossible to educate or to train them to take up senior positions in the government service. Furthermore, owing to the arrangement of the Public Service classification list, details shown in the report were to some extent misleading: many indigenous inhabitants who in fact discharged most responsible duties in the government service were not shown in the printed schedule in the report, because they lacked some professional qualification or because their position was graded under "general" or "education", for some service, educational or technical reason. Reviewing the various government departments, he quoted figures showing the distribution of personnel in each of

¹ See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953, Department of Island Territories, Wellington, 1954.

those services. In almost all cases, senior and leading administrative posts were held by Samoans or part-Samoans; the staff, or the majority of the staff and in many cases the entire staff, were Samoans. He said that he would try to have the next annual report expanded to reveal more clearly the actual position.

2. In reply to questions by Mr. RYCKMANS (Belgium), Mr. EDMONDS (Special representative for Western Samoa) said that when the exchange rate of the New Zealand pound had been changed to be at par with sterling, the Samoan pound, which had been tied at par with the New Zealand pound, had automatically undergone the same change. Since the economy of Western Samoa differed in many respects from the economy of New Zealand, it had been suggested that there should be rather more elasticity in the exchange rate of the Samoan pound in relation to that of New Zealand and select committees of the Legislative Assembly had made recommendations to that effect. A detailed report on banking and currency had been submitted to the last session of the Assembly by a select committee; interim measures had been taken to enable the Samoan pound to be altered or kept as it was according to the different conditions in the Territory, hence the discretionary power conferred on the New Zealand Minister of Finance.

3. Furthermore, the decision prohibiting Samoans from holding shares in trading companies without permission from the High Commissioner had been intended as a legal protection for the Samoans; at the end of the First World War, rather a large number of Samoan companies had been formed and many of them had gone bankrupt. At the moment many Samoans held shares in trading companies; there had been no occasions of late on which the High Commissioner had had to refuse his permission. That measure was one of the legal protections for Samoans which was probably becoming rapidly out of date and would of course be considered when all the other legal differentiations as between Europeans and Samoans were considered in the months to come.

4. Mr. RYCKMANS (Belgium) pointed out that on page 51 of the annual report it was stated that the Chief Judge and Commissioners of the High Court were appointed by the Minister of Island Territories and held office during his pleasure. He wondered whether that meant that their term of office might be concluded without any definite time-limit.

5. Mr. EDMONDS (Special representative for Western Samoa) pointed out that that was quite a frequent legal provision in British constitutional law. It applied to ministers, executive councillors and frequently to judges, both in New Zealand and the United Kingdom. The conventions of the Constitution ensured that there should be no abuse of that practice, as the independence of the judiciary was one of the most cherished principles of that Constitution. The practice had been strictly followed in Western Samoa because some of the commissioners of the Court held administrative positions and might become extremely busy and unable to fulfil their functions. It was therefore essential to have some person able to appoint commissioners

and relieve them of their duty at his discretion. Another full-time commissioner of the Court, a part-Samoan, had recently been appointed as a full-time judicial officer in the High Court.

6. Mr. MUNRO (New Zealand) explained that the Supreme Court judges in British Commonwealth countries were in fact removable on an address of both Houses of Parliament. In theory the lower judicial officers might be more readily removable because they held office at the pleasure of the Crown, or in some cases at the pleasure of a particular minister, but in both cases it was a prerogative which was very seldom exercised.

7. In reply to a further question by Mr. RYCKMANS (Belgium), Mr. EDMONDS (Special representative for Western Samoa) explained that in 1953 the Legislative Assembly had refused to consider the votes for the salaries of members of the Public Service until such time as the Public Service Commissioner tabled before the Assembly the classified list which he was bound to prepare under the 1949 Act. While the Public Service Commissioner had prepared such a list, under the 1949 Act, he was not thereby bound to transmit it to the Assembly. The list had been published. Purely as a matter of grace, the Commissioner had tabled the list without prejudice to his legal rights in the matter and the Assembly, without further discussion, had passed the necessary votes.

8. Mr. ROBBINS (United States of America) observed that there was a complete absence of restraint on freedom of movement of the population between Western Samoa and the Territory of American Samoa. He paid a tribute to the wisdom of the local administrations in both territories.

9. He wondered whether the Administering Authority had noticed any modification in the attitude of the population towards universal suffrage.

10. Mr. EDMONDS (Special representative for Western Samoa) said that there seemed to be some indication of a change in the attitude of the population towards that question and that there was certainly more discussion of the matter than there had ever been in the past.

11. In reply to further questions by Mr. ROBBINS (United States of America), Mr. EDMONDS (Special representative for Western Samoa) said that, even if a new legislature replacing the Fono of Faipule and the Legislative Assembly consisted largely of the people who had formerly been in the Fono, the fact that it would have greater and more important functions than the present Fono would ensure that it would not cling so closely as in the past to small matters of detail but would carry out its duties in a responsible manner, as the Legislative Assembly had done.

12. One of the commissioners of the Court had prepared a report, which had been placed before the Fono of Faipule, on how the 14 Samoan district judges appointed for a one-year term on an experimental basis had fulfilled their duties. As a result, seven district judges had been replaced as unsuitable and seven retained. There had been a great increase in the work performed by the district courts, which reflected increased confidence in the judges, now that they were more carefully trained and closely supervised and their appointments more closely criticized by the Fono. The policy seemed so far to be a great success; it appeared to have obtained the wholehearted co-operation of the Fono and the people at large.

13. Definite steps were being taken to codify the statutory law of Western Samoa, although the task might be lengthy. So far as customary law was concerned, the Chief Judge had been requested to provide a paper on the workings of the Land and Titles Court. Any codification of custom was an undertaking which might take many years.

14. In reply to a question by Mr. ROBBINS (United States of America) concerning training lectures to officers of the Public Service, Mr. EDMONDS (Special representative for Western Samoa) explained that the Public Service Commission in New Zealand had volunteered the services of its chief expert on staff training. There was a certain division of opinion on whether a full-time staff training officer or more concentrated on-the-job training by the departmental officers, which had been going on for some time in many departments, was the best way of training personnel for the Public Service. By the end of the year, the Administration would have a clearer idea of its requirements in that respect.

15. In reply to several questions by Mr. LOOMES (Australia), Mr. EDMONDS (Special representative for Western Samoa) said that there had been, up to the present, no efficient district court system in Samoa. The 14 district judges presided over courts of first instance, having such jurisdiction as was given to them by the High Commissioner, and did not depend for their powers on Samoan custom and tradition; they did not therefore act as courts of appeal against decisions by the customary judicial authorities, which were not legally recognized by the Administering Authority for fear of perpetuating traditional powers which were sometimes impossible to reconcile with the higher principles of justice. The district judges and the High Court, however, might in certain cases give a certain amount of recognition to compensation made along customary lines.

16. Replying to further questions by Mr. LOOMES (Australia), Mr. EDMONDS (Special representative for Western Samoa) said that the Executive Council considered the budget estimate and all ordinances and regulations before they were submitted to the Legislative Assembly and before promulgation. The Council of State could, if it wished, take matters off the agenda of the Council and consider them itself. It had not done so in the past year, although the appointment of the Samoan Assistant Public Service Commissioner, whose nomination was, under the 1949 Act, a function of the Council of State, had, on legal advice, been taken off the agenda of the Executive Council. The Executive Council had been an unmitigated success.

17. The Samoan Democratic Party's activities appeared to have aroused less interest than in the previous year. Samoan political leaders were more concerned with the development plan for the Territory than with the actions of a party which had at most 100 members. Samoans traditionally disliked and suspected persons grouping themselves into opposing political factions and considered that sensible men could always find a compromise solution to meet all points of view.

18. Mr. LOOMES (Australia) asked whether the local councils were based on traditional social growth or whether they had arisen through the efforts of the Administration to foster the development of a new local government system.

19. Mr. EDMONDS (Special representative for Western Samoa) replied that the present district and village Fonos were based on the old Councils of Chiefs but were often in fact organized along more modern

lines. It was true to say that, under the educative influence of experience and the advice of administrative officers, the local councils were tending more and more to adopt modern forms in several areas.

20. Sir Alan BURNS (United Kingdom) said that the standing committees of the Legislative Assembly would give their members valuable training for increased responsibilities. He asked whether they had complete freedom to speak and vote in the Assembly, or whether they were expected to behave in some degree as a Government Bench.

21. Mr. EDMONDS (Special representative for Western Samoa) pointed out that the standing committees were appointed by the Legislative Assembly and were therefore completely independent of the Administration. As their members discussed the questions before them in great detail, it was natural that they should usually speak with one voice in defence of the conclusions which they had reached, but there was nothing to prevent them, if they wished, from expressing divergent views in the Assembly. That sometimes happened.

22. In reply to further questions by Sir Alan BURNS (United Kingdom) on the right to veto ordinances and the Administration's plan ultimately to hand over the presidency of the Legislative Assembly to an elected member of that body, Mr. EDMONDS (Special representative for Western Samoa) stated that, under the Samoa Amendment Act, 1947, the right of veto was vested in the High Commissioner, while the New Zealand Government also had the right to refuse to promulgate an ordinance, provided that such right was exercised within twelve months. In fact, neither right had ever been used.

23. The Administering Authority and the Territorial Government had held long discussions on the possibility of giving the presidency of the Legislative Assembly to a Samoan in preference to the High Commissioner. The proposal had been left in abeyance, chiefly on the advice of the Council of State and the Executive Council. Nevertheless, the Administration still thought that the Legislative Assembly should become accustomed to meeting under the presidency of one of its members; a start could be made at committee level. That suggestion had not been fully discussed in the Executive Council or the Legislative Assembly but had been submitted to the Council of State, which had apparently been in favour of it.

24. Sir Alan BURNS (United Kingdom) noted that the changes in the administrative services and in particular the formation within the Secretariat of the District Affairs Branch seemed to be the first step towards a ministerial system of administration. He wished for further information on so interesting a development, which had given excellent results in certain West African and West Indian territories.

25. Mr. EDMONDS (Special representative for Western Samoa) replied that it was too soon to draw any conclusions. When the question of the eventual formation of a cabinet had been considered by the Working Committee, the members had seemed inclined to think that in any case the number of ministers would have to be limited in order not to overload the Territory's budget. That might tend to restrict the number of departments. For the time being the District Affairs Branch continued to form an integral part of the Secretariat. The senior posts were held by competent staff, and, with the exception of the translation section, that branch of the Administration was not affected by the almost chronic shortage of staff in the Public Service.

26. Mr. TARAIZI (Syria) noted on page 19 of the annual report that Samoans had a different status depending on their proportion of Polynesian blood, and asked on what grounds the Administering Authority based such distinctions.

27. Mr. EDMONDS (Special representative for Western Samoa) replied that the courts decided such matters by reference to the ancestry of the persons concerned, which was generally known. In the past, some Samoans might have succeeded in becoming European although they appeared to have no right to such status. For the last two years the number of Europeans applying for Samoan status exceeded that of Samoans who wished to be declared Europeans. The Administering Authority was most anxious to put an end to distinctions based on race and endeavoured to persuade the Samoans that their abolition would not conflict with traditional customs. Nevertheless, the final decision rested with the indigenous inhabitants themselves.

28. In reply to a further question by Mr. TARAIZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) agreed that registration of vital statistics was not entirely satisfactory and the law relating thereto was not fully complied with. Samoans were expected to register births, marriages and deaths through their *pulenu'u*, the village official roughly equivalent to a mayor. But a fairly large number of marriages were still celebrated according to Samoan custom, and of course some such unions did not last long. It was interesting to know that the position as a whole seemed to be improving. The question would be studied during the forthcoming year and the Administering Authority hoped that efforts would be made either to strengthen the enforcement of existing laws or to institute a new system by a new ordinance.

29. Returning to a question raised by the Belgian representative, Mr. TARAIZI (Syria) inquired whether the Administering Authority intended to abrogate the law prohibiting Samoans from being members of an association without the approval of the High Commissioner.

30. Mr. EDMONDS (Special representative for Western Samoa) stated that the whole question of differences between the legal status of Samoans and Europeans would probably be referred to a select committee of the Legislative Assembly or a sub-committee of the Working Committee. One distinction had been abolished in the previous year when the Trade Debts Ordinance had been repealed with the consent of the Samoan members of the Legislative Assembly and the Fono of Faipule. The utmost caution must be exercised in order not to offend the susceptibilities of the indigenous population and to make certain that they fully understood the purport of the proposed measures.

31. Mr. TARAIZI (Syria) pointed out that the annual report stated on the one hand, on page 18, that legislation in New Zealand applied also to Western Samoa, but on the other hand, page 37 of the report indicated that the legislative power was exercised by the Legislative Assembly and the High Commissioner. He wondered whether that position was likely to bring about conflicts of legislative power.

32. Mr. EDMONDS (Special representative for Western Samoa) stated that the matter of the respective legislative powers of the Parliament in New Zealand and the Legislative Assembly in Samoa had been clarified by the 1947 Samoa Amendment Act, which defined the functions of the Legislative Assembly and gave it full powers to make ordinances for order and good

government in the Territory. With the exception of certain subjects which were reserved for the New Zealand Parliament (defence, external affairs and Crown lands) and certain reserved enactments, the local ordinances had the force of law and overrode the corresponding New Zealand legislation applicable to the Territory. In support of that statement he read section 9 of the 1947 Act, which showed that, in internal affairs, the Legislative Assembly possessed a certain degree of sovereignty.

33. Mr. TARAZI (Syria) having asked for information on the functions and powers of the Council of State and the Fono of Faipule, Mr. EDMONDS (Special representative for Western Samoa) stated that the Council of State was essentially an advisory body, although it had certain special prerogatives such as, for example, the power to nominate a Samoan Assistant Public Service Commissioner. In practice, however, its work was closely bound up with that of the Executive Council since its members also belonged to the latter body. With regard to the Fono of Faipule, the Samoa Amendment Act 1923, defining its functions, provided that it should consider such matters relevant to the welfare of the Samoan people as it thought proper or matters the High Commissioner submitted to it. It was mainly an advisory body but it had certain special powers, such as the power of electing the Samoan members of the Legislative Assembly and of recommending persons to be appointed *fautua*. Generally speaking, the population appeared to agree that the Fono of Faipule should be abolished when the new constitution was adopted.

34. Mr. TARAZI (Syria) recalled the statement by the Prime Minister of New Zealand on 19 March 1953 (T/1079, annex I). He asked whether the plan for Western Samoa mentioned on page 32 of the annual report was intended to translate that statement into reality and whether the special representative could inform the Council how long it would be before the Samoans achieved independence.

35. Mr. EDMONDS (Special representative for Western Samoa) stated that the Syrian representative had raised a question with which the Administering Authority was deeply concerned. For the moment, the Administering Authority had to follow a policy of waiting since it could take no decision before knowing the opinion of the Samoans, expressed through their representatives in the constitutional convention. They must be given time to familiarize themselves with the details of the proposed plan. The Administering Authority was anxious, in such an important matter, to respect scrupulously the wishes of the population in accordance with the obligations which it had assumed under the Trusteeship Agreement. Consequently, it felt that it should not make any statement which might hamper future discussion in the constitutional convention.

36. In reply to a question by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) said that among the European section of the population there were no political parties. Groups might sometimes form in the course of election campaigns to support certain candidates; but the only organized political party in the Territory was the Samoan Democratic Party already referred to.

37. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the end of the preamble of the Samoa Amendment Act, 1947, was a verbatim quotation of part of Article 76 b of the Charter, with the sole exception that the word "independence" had been

omitted. He asked whether the omission was deliberate; in other words, whether the Administering Authority had decided, without consulting the people concerned, that the Territory might one day attain self-government, but never independence.

38. Mr. EDMONDS (Special representative for Western Samoa) said that the Samoans practically never used the word "independence", and explained the way in which they interpreted the term "self-government". Moreover, while the English text of the Charter used the word "self-government", the Samoa Amendment Act used the expression "full self-government", which seemed to include complete autonomy. Furthermore, the preamble of the Samoa Amendment Act mentioned the United Nations Charter and the Trusteeship Agreement, both of which expressly referred to independence as one of the possible basic objectives of the Trusteeship System. The Administering Authority intended to abide scrupulously by the Trusteeship Agreement and the Charter, and it should not be accused of having barred the possibility of independence without consulting the people concerned. The question of independence was clearly one which would be discussed by the Samoans in their constitutional convention.

39. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that nevertheless, the fact remained that the Administering Authority had entirely omitted to use the word in a legislative text which determined the Territory's status.

40. Mr. SCOTT (New Zealand) drew the USSR representative's attention to the fact that the Samoa Amendment Act contained, as its first schedule, the Trusteeship Agreement, which thus formed an integral part of the Act. Under article 4 of the Trusteeship Agreement, the Administering Authority undertook to administer Western Samoa in such a manner as to achieve in that Territory the basic objectives of the International Trusteeship System, as expressed in Article 76 of the Charter, namely "to promote . . . their progressive development towards self-government or independence". The Charter allowed for both alternatives, but the Administering Authority had made no choice in 1947 whether the Territory should develop to self-government or independence.

41. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that by mentioning only one of the two possible alternatives, the Samoa Amendment Act gave the impression that the choice had already been made.

42. He asked what were the preliminary results of the efforts made to define the future relationship between Western Samoa and New Zealand, and what form of autonomy was envisaged for Western Samoa.

43. Mr. EDMONDS (Special representative for Western Samoa) replied that a lively discussion was at present in progress on that point in the Working Committee. The outcome was not yet clear; the only point generally agreed upon was that friendly relations should be maintained between New Zealand and Western Samoa and that possibly a special relationship between the two countries, and perhaps with the United Nations, would be necessary for some time.

44. It was impossible to predict exactly what form any such future relationship would take; that was obviously a matter for the constitutional convention. The Working Committee had given the problem much thought, but had realized that it could not deal with the

many legal aspects involved. The work of the constitutional convention would bring to light the wishes of the people, which would in due time be referred to the Trusteeship Council for its advice and its views.

The meeting was suspended at 4.5 p.m. and resumed at 4.30 p.m.

45. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked what was the composition of the Working Committee.

46. Mr. EDMONDS (Special representative for Western Samoa) replied that of the fourteen members listed in the annual report on the development plan, nine were Samoans and three were part Samoan; since then, one more Samoan member had been added (the new Chairman of the Fono of Faipule), and one European with no Samoan blood. The members of the Working Committee had been appointed by the High Commissioner after consultation with the Council of State; a special paper about the Committee had been submitted to the Legislative Assembly and approved by it.

47. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked for information on the composition of the constitutional convention, the manner of choosing the participants, the procedure to be followed, etc.

48. Mr. EDMONDS (Special representative for Western Samoa) replied that all those questions had been discussed at length in the Working Committee; no definite decision had been reached when he had left the Territory, but he thought that all the members of the Legislative Assembly and all the members of the Fono of Faipule would be members of the constitutional convention, and that in addition there would be probably two representatives from each Faipule district and two representatives elected by the European community. The Working Committee had also felt that the meetings of the constitutional convention should be public, that its proceedings should be broadcast, and that anyone who wished to do so should be allowed to state his views at the convention.

49. At its last meeting, the Fono of Faipule had asked the High Commissioner to be Chairman of the constitutional convention, but he had refused, feeling that his presence would be unnecessary and perhaps undesirable. It was probable that the constitutional convention would elect its own chairman and draw up its own rules of procedure; but no final decision, Mr. Edmonds repeated, had been reached.

50. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Working Committee, which had been in session since September 1953, had achieved any practical results and whether its findings would be made public before the constitutional convention met or would be submitted to the convention without having been brought to the notice of the people.

51. Mr. EDMONDS (Special representative for Western Samoa) explained that the Working Committee's first task had been to make a detailed analysis of the development plan so as to be sure that all the members understood it and that the Samoan translation was as accurate and as intelligible as possible. That had been no easy matter, for the Samoan language was in a state of flux, and, despite the Administering Authority's efforts, there was no up-to-date Samoan dictionary or grammar yet in existence. After the Working Committee had completed that task, some 3,000 copies of the simplified version of the plan had been distributed to the population throughout the Ter-

ritory. The Working Committee had then asked for explanatory memoranda on almost every item that it wished to consider in detail; those had required some time for preparation and rather more for translation. Eventually the Working Committee had drafted some suggestions, which had not been finally approved when he had left the Territory. The text of the suggestions would be widely publicized throughout the Territory before the constitutional convention met.

52. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that the development plan had aroused practically no reaction on the part of the population, and asked why it had been so passively received. He wondered whether the Working Committee met in private, or accepted suggestions from outside.

53. Mr. EDMONDS (Special representative for Western Samoa) said that the Working Committee had kept the people informed of the progress of its work, and that its members discussed outside the Committee all the questions under consideration in it. Moreover, the plan had been debated on two occasions by the Legislative Assembly and discussed in the Fono of Faipule. Some of the members of the Working Committee were members of the Assembly, and others members of the Fono of Faipule. Lastly, the Committee's meetings were attended by observers who, as officials, might explain its work to all interested inhabitants. Consequently, it could not be said that the Committee worked in private.

54. No one who appreciated the Samoans' outlook on life and way of living would accuse them of passivity because few written comments had been received on an important subject. He drew the Council's attention to the comments made on that point in 1947 by the United Nations Mission to Western Samoa² and to the historical background of that Mission's visit. In all public questions the Samoans relied wholly on their elected representatives: the *matais*, the members of the Fono of Faipule, and the two *fautuas*. They felt that it was for those representatives to discuss matters and to take the appropriate decisions; in the present case, they felt that the time to discuss certain matters was at the constitutional convention, in the traditional Samoan way.

55. Mr. OBEREMKO (Union of Soviet Socialist Republics) concluded from the special representative's explanation that the development plan would in fact be studied only by a minority — the 4,000 *matais* and other titled persons. Consequently, the future constitutional status of Western Samoa would be determined by the privileged members of an outworn tribal organization. He asked why the Administering Authority was taking no steps to get out of that impasse, when it recognized itself that the *matais* represented an obsolete and outworn institution which was an obstacle to the Territory's political development.

56. Mr. EDMONDS (Special representative for Western Samoa) replied that it was the Administering Authority's policy to consider the wishes of the Samoans in all matters, for the Territory belonged to them and was administered on their behalf and in their interests. The Administration sought every opportunity to learn the opinion of the people and not merely that of the *matais*, as the USSR representative seemed to think; but when the man in the street replied that anyone who wished to know his views and desires should

² See *Official Records of the Trusteeship Council, Second Session, Special Supplement No. 1*, p. 13.

consult his elected representatives — the *matai* and others — it was hard to believe that the *matai* system was quite outmoded. It was, in Samoa, a living system.

57. Obviously the *matai* system was not perfect, particularly from the economic standpoint, but from the social point of view it was considered by Samoans the very foundation of the way of life to which they remained firmly attached; and the Administering Authority was bound under the Trusteeship Agreement and the Charter to respect the culture and way of life of the indigenous inhabitants. Eventually, no doubt, the Samoans would voluntarily relinquish the *matai* system in favour of universal suffrage, but to impose that reform upon them at present would be contrary to the genuine interests of the Territory and the principles of the Charter, and might provoke violent reactions from the Samoans.

58. Mr. S. S. LIU (China) asked what were the respective functions of the Territory's three advisory bodies: the Council of State, the Fono of Faipule and the Executive Council.

59. Mr. EDMONDS (Special representative for Western Samoa) agreed that there seemed to be rather a plethora of advisory bodies, but said it should be borne in mind that the Fono of Faipule would probably not be in existence very much longer. Furthermore, the Council of State and the Executive Council actually constituted only one body, as the members of the Council of State usually discharged their advisory functions in the Executive Council, which had replaced the former as the highest advisory body.

60. The Executive Council advised the High Commissioner on questions of policy and on such matters as bills submitted to the Legislative Assembly. The matters that it considered originated in government departments or in the standing committees of the Legislative Assembly, or were brought up by the members of the Executive Council themselves. The Fono of Faipule had far more limited powers; its primary function was to consider matters affecting the various districts, which it brought to the attention of the High Commissioner by means of a form of petition. The Legislative Assembly could suggest to the High Commissioner that the Fono of Faipule should be consulted about measures intimately affecting Samoans; it was consulted, for example, on such matters as the appointment of judges. Its advice was a useful guide to Samoan public opinion.

61. Mr. S. S. LIU (China) asked whether the Samoan members of the Working Committee had taken an active part in the discussions in that Committee and whether they justified the confidence placed in them by the indigenous inhabitants.

62. Mr. EDMONDS (Special representative for Western Samoa) replied in the affirmative; generally speaking the Samoans seemed to have absolute confidence in their representatives on the Working Committee. The members of the Committee deserved only praise for the manner in which they had discharged their duties.

63. Mr. S. S. LIU (China) asked what was the composition of the Local Government Board.

64. Mr. EDMONDS (Special representative for Western Samoa) said that the Board, under the ordinance establishing it, consisted of the *fautua*, the High Commissioner when he wished to preside, and six Samoan members appointed by the Fono of Faipule. In addition the Fono had appointed six alternate members. The Assistant Secretary for District Affairs was Secre-

tary of the Board. The Attorney-General, who, with the High Commissioner, had attended the first meeting of the Board, had explained certain of the provisions of the ordinance which might have presented difficulties to the Samoan members.

65. Mr. S. S. LIU (China), referring to page 43 of the annual report, asked whether, in addition to the appointment of the 14 district court judges, the Administration had taken any concrete steps to separate the administrative and judicial branches.

66. Mr. EDMONDS (Special representative for Western Samoa) replied that the Administration did not intend to take any positive steps to separate those powers within the traditional local councils but hoped that the judicial powers of those councils would eventually be taken over by the district judges and organized courts, while their other powers would be exercised by legally recognized local authorities.

67. Mr. QUIROS (El Salvador) said he had noted on page 53 of the annual report that lawyers were not permitted to appear in the Land and Titles Court, and asked whether that provision would also apply to the indigenous inhabitants. He had in mind particularly the Samoan student who was at present completing his law studies and would soon be qualified to practise in the Territory.

68. Mr. EDMONDS (Special representative for Western Samoa) said that he was not aware of any proposal that the laws should be altered to permit Samoan lawyers to appear in the Land and Titles Court. The settlement of disputes of that nature called for a knowledge of the genealogy of Samoan families rather than any profound knowledge of points of law. Moreover, the Chief Judge and the Samoan judges and assessors were well versed in the principles of Samoan customs.

69. The PRESIDENT invited members of the Councils to ask questions concerning economic advancement in the Territory.

70. Mr. RYCKMANS (Belgium) said that, according to the annual report, the Territory's finances were extremely sound. He asked what export duties were levied on the main export items.

71. Mr. EDMONDS (Special representative for Western Samoa) said that export duties of 10 per cent *ad valorem* were levied on cocoa and copra and 5 per cent on timber. The duty on bananas was 6d. per case.

72. Mr. RYCKMANS (Belgium) said he noted that the only tax in the Territory was a tax, up to a maximum of 10 per cent, on salaries and wages. Consequently there were further possibilities for taxation, if the needs of the Territory should increase. He asked the number of savings bank accounts and the total amount deposited in them.

73. Mr. EDMONDS (Special representative for Western Samoa) said that on 31 December 1953 there had been 9,237 depositors, and the total amount deposited in such accounts had been £343,760.

74. Mr. RYCKMANS (Belgium) said he had noted from page 63 of the annual report that there was a need for increased production: a number of the inhabitants no longer cultivated the land, particularly in the Apia region, which had recently suffered a real food shortage; and the population was increasing at a rate that was unique in the world. He wondered whether the Samoans realized the danger that increase represented for them if it was not accompanied by an increase in production. Even to maintain the present per capita rate of produc-

tion a yearly addition of about 4 per cent of the present total number of producing coconut-palms would be necessary, not allowing for the replacement of trees that had ceased to bear, which represented 2 or 3 per cent yearly. He asked whether those responsible for agricultural production in villages, such as the *matais* realized the seriousness of the problem.

75. Mr. EDMONDS (Special representative for Western Samoa) agreed that the problem was a very important one. The Honourable Tualualei, a member of the Executive Council, had drawn attention to the problem and the rural population was beginning to be aware of it. Agricultural inspectors had observed on a tour of inspection that they had made through several districts last year that approximately 300,000 coconut seedlings had been planted in the areas inspected during the previous six years, and approximately 350,000 cocoa trees in the preceding four years. Agricultural production was being stimulated by road development. In addition, the banana carrying boats of the Union Steamship Company of New Zealand were now calling at Western Samoa twice monthly; that had given a great fillip to banana production. He very much doubted, however, whether the Samoans had fully appreciated the magnitude of the problem which might lie ahead.

76. Mr. RYCKMANS (Belgium) thought that in those circumstances the Trusteeship Council should make a recommendation on the subject. He was gratified to note the measures that New Zealand had taken to provide for regular shipment of bananas, but he regretted that the preferential tariff was still in force, and asked whether any progress had been made in the study of that question.

77. Mr. EDMONDS (Special representative for Western Samoa) said that a committee had been set up to study the question of tariff reform. It had produced a report, which was at present being reviewed in the light of expert comment from New Zealand.

78. Mr. RYCKMANS (Belgium) said he had noted on page 71 of the annual report that the price of copra was £65 per ton. As the special representative for New Guinea had informed the Council that the British Ministry of Supply paid a higher price in that Territory, he asked the reason for the difference in price.

79. Mr. EDMONDS (Special representative for Western Samoa) said he had no knowledge of the figures quoted by the special representative for New Guinea, but pointed out that different rates of exchange prevailed in the countries concerned.

80. Sir Alan BURNS (United Kingdom) said he had been glad to read, on page 63 of the annual report, of the Administering Authority's recognition of the need to increase and diversify agricultural production. He asked whether the results of the economic survey which had been carried out in the Territory—a very wise measure—had been published.

81. Mr. EDMONDS (Special representative for Western Samoa) replied in the negative, and explained the position.

82. Sir Alan BURNS (United Kingdom) asked whether the Administering Authority had plans for secondary industries in addition to the soap factory mentioned on page 66 of the annual report, and whether there had yet been any results from the Food and Agriculture Organization's investigation into the possibilities of fish-pond culture.

83. Mr. EDMONDS (Special representative for Western Samoa) said that the Administering Author-

ity had hopes of developing other secondary industries, particularly in connexion with coconut fibre. FAO would not be able to furnish any financial assistance for the fish-pond culture project, but the Administration intended to bring the matter before the South Pacific Commission.

84. Mr. JAIPAL (India) said he was concerned to see that the level of production was not increasing in proportion to the rate of growth of the population. The present prosperity of the Territory was induced by the high prices of certain products, but that situation could not continue for long. In the circumstances, his delegation attached considerable importance to the economic survey which was being undertaken by the Administering Authority, and he asked when it would be completed. If it would not be completed for several years, he wondered whether it would not be possible meanwhile to adopt measures for intensive cultivation and the diversification of crops.

85. Mr. EDMONDS (Special representative for Western Samoa) said that the New Zealand Reparation Estates had recently planted a number of coffee trees, and private planters appeared to be doing likewise in view of the price of coffee which, at least for the time being, was very high. Department of Agriculture inspectors were travelling throughout the Territory to teach the population modern methods of cultivation. High hopes were placed in the new type of cocoa tree, "Lafi 7", which gave a particularly high yield. The New Zealand Reparation Estates intended, with the co-operation of the Department of Agriculture, to establish a nursery from which it would supply planters with the new type.

86. The first part of the economic survey, the economic stock-taking, should be completed during the current year. The report would also contain recommendations to the Territorial Government on measures it should take to develop the Territory's resources. In addition, a group of experts from the Auckland University College in New Zealand would probably go to Western Samoa at the end of the year to make a geographical survey of certain parts of the Territory.

87. Mr. JAIPAL (India), referring to the budget, asked why there had been a considerable increase in 1953 in expenditure on public works and on customs and taxes.

88. Mr. EDMONDS (Special representative for Western Samoa) said that the increase in the first item was partly due to increased current expenses and expenditure on capital works, but part of it—well over £100,000—was due merely to a new system of accounting for stores adopted in the Territory. The increase under customs and taxes was largely accounted for by the cost of building the new customs house in Apia.

89. Mr. JAIPAL (India) observed that the education grant had dropped from £47,500 in 1952 to £28,470 in 1953, and asked whether that decrease had affected the building of schools.

90. Mr. EDMONDS (Special representative for Western Samoa) explained that the reduction was due to the fact that work on the Samoa College had been almost completed during the preceding year.

91. Mr. JAIPAL (India) said that the 1953 Visiting Mission had recommended the utilization of the reserve fund to a greater extent for development purposes (T/1079, para. 58), and asked whether the Administration had acted on that recommendation.

92. Mr. EDMONDS (Special representative for Western Samoa) said that the estimates for 1954 had included £126,000 from the development fund reserve and £41,360 from the general fund. Those estimates had been approved by the Legislative Assembly, but many of the members had advocated in debate increasing the reserves rather than using them.

93. Mr. JAIPAL (India) asked whether the Administering Authority had set up a price stabilization fund to offset the effects of price fluctuations.

94. He pointed out that his country had a large number of secondary industries, in the coconut industry

among others, and said that the Indian Government would be very glad to welcome any Samoans who might go there to study those industries.

95. Mr. EDMONDS (Special representative for Western Samoa) said that there was one price stabilization fund in the Territory; on 31 December 1953 it had had a balance of £196,430. The fund had been raised by a levy of approximately 4 per cent on the export of copra. No fund had been established for cocoa, however, as the European planters appeared to prefer to risk a fluctuation in price.

The meeting rose at 6 p.m.



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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, 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; United Nations Educational, Scientific and Cultural Organization.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

GENERAL DEBATE (continued)

1. Mr. TARAZI (Syria) felt that it was the Council's duty to criticize as well as praise. Certain elements in Australia appeared to have hesitation in accepting the idea of trusteeship; a statement attributed to the Postmaster-General of Australia in a Port Moresby newspaper in March 1952 expressed the view that Australia should have annexed New Guinea after the Second World War instead of leaving it in the control of the Trusteeship Council. That was an alarming assertion, and the Australian representative's reply to the question he had asked about it at the 538th meeting had not allayed his alarm. If the statement typified material published in the *South Pacific Post*, which appeared from the Administering Authority's annual report¹ to have a large circulation in the Trust Territory, the Europeans there must be in a state of mind which was disturbing for the indigenous population. The United Na-

tions Visiting Mission to Trust Territories in the Pacific, 1953, had observed in paragraph 26 of its report (T/1078) that it had gained the impression that some administrative officials were not always ready to appreciate fully the degree of political preparedness which had been reached by the people.

2. The best course for the Administering Authority was to inculcate in the inhabitants of the Territory the ideas essential to the purposes of the Trusteeship System. The Visiting Mission had not found any appreciable knowledge of the aims and activities of the United Nations or the basic objectives of the Trusteeship System among the indigenous inhabitants. The people had been informed of the Mission's visit, but with a few exceptions had not indicated that they understood the purpose of the visit or even had a clear idea of the Mission's identity. The Administering Authority's report showed that further effort was required to comply with the recommendation adopted by the Council at its twelfth session that the inhabitants should receive increased information on the United Nations (A/2427, p. 81), and to remove all doubt about the Territory's future.

3. The indigenous inhabitants were still not participating in the executive branch of government: they were not represented on the Executive Council. He did not agree with the Belgian representative's view that the Administration officials composing the Executive Council were concerned only with the population's interests. Those officials could not always interpret exactly the people's wishes; the people themselves were best qualified to do that.

4. In the Legislative Council the European non-official members were elected, while the non-official indigenous members were appointed by the Administration on a basis which the special representative had not fully explained. Since the Legislative Council drafted legislation primarily of concern to the indigenous inhabitants, their representatives on the Council should be more numerous and should be elected.

5. Papua and New Guinea had joint legislative, administrative and judicial organs; since the capital was in Papua, their union was not merely administrative but complete. The special representative had not replied to his question concerning that union because the matter was before the Standing Committee on Administrative Unions, although that fact had not prevented the Administering Authority from discussing the question in its report. A union between an Australian colony and a Trust Territory ran counter to the Trusteeship Agreement, and his delegation still felt that separate legislative and administrative organs should be set up for New Guinea.

6. The indigenous inhabitants suffered inequality of treatment in that only Europeans might be tried by jury; the Administering Authority should reconsider that arrangement, and should also give full legal status to the indigenous courts.

7. The Administration should carry out a comprehensive study of the Territory's economic potentialities.

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

The present system of exclusively indirect taxation favoured the European undertakings active in the Territory's economy at the expense of the indigenous population; direct taxation should be introduced.

8. The Administering Authority had not replied clearly to the Council's recommendation concerning the acquisition of title to land (A/2427, p. 97). Moreover, land in the Territory was not surveyed for registration purposes; hence there was no adequate security of land tenure.

9. The Administering Authority had not remedied the absence of social legislation, which had astonished his delegation at the Council's twelfth session. The labour legislation in force did not fully protect the worker, for half his wages were withheld until the expiry of his two-year agreement, thus preventing him from specializing in a particular occupation. Workers everywhere were entitled to receive their full wages, less appropriate deductions, and no contravention of that system could be claimed to be in their interest.

10. The restrictions on the movements of the indigenous inhabitants were discriminatory. If the Administration had difficulty in maintaining law and order, it should increase its police force. Corporal punishment was inhumane and anti-social; the Council had already recommended its abolition, but the Administering Authority had not complied with that recommendation.

11. The division of education facilities into those for Europeans, Asians and indigenous inhabitants also constituted unjustified discrimination. Racial discrimination always led to ruin, poverty and misery. The indigenous school syllabi did not appear to reach a sufficiently high standard, and there was no system of scholarships tenable at schools in the Territory. He disagreed with the special representative's view that the indigenous inhabitants would not be fully developed for forty or fifty years.

12. Mr. Krishna MENON (India) said that his delegation would attempt to appreciate the situation in New Guinea realistically, avoiding either adulation or criticism. The task was not easy because one of the two main parties concerned, the people of New Guinea, could voice its views on them only indirectly, and the other was the Commonwealth of Australia, a sister State with which India had very friendly relations.

13. As a non-administering Power, India had its special responsibilities towards the peoples of the Trust Territory, which was substantially different from that of the Administering Authority. It rejected the idea that those peoples had lower standards of civilization and therefore could not be educated or trained to exercise authority, or that they could not adjust to a more advanced social system and therefore had to be segregated. In that respect, the Charter was unequivocal: Article 76 did not recognize superior and inferior civilizations or different categories of rights. It called for respect for human rights for the members of human civilizations. Unfortunately, the quality of a civilization was determined by the sense of values of those judging it. When, as was commonly the case, the Administering Authorities subconsciously felt that they were carrying out a civilizing mission in the Territories, they evaluated the civilization of the indigenous inhabitants in terms of their own physical power over it, and while they consistently claimed that they took a loss in managing the Territories' affairs, it was the population of the trust areas which invariably suffered.

14. To illustrate the slow progress of New Guinea in education, the Indian representative referred to a report on the subject made in 1929 by a Mr. McKenna, then Director of Education, Queensland. Rejecting the belief that education would render the indigenous inhabitants less pliant in the hands of their master, Mr. McKenna had advocated extensive and systematic primary education and vocational training, and had laid down a series of constructive suggestions to that end. Notable among them was the proposal for a teacher-training school to produce twenty indigenous teachers each year. A comparison with the recent UNESCO report (T/1124) showed, however, that there had been no advance in total school enrolment for the period 1949-1953, and a considerable drop from 1952 to 1953; that there were no more than one or two teachers for every government or mission school; that most indigenous teachers were untrained and the two teacher-training centres produced no more than twelve graduates per year. Despite the Council's earlier recommendations that education should be expanded and illiteracy reduced, only 3 per cent of the school population in New Guinea attended post-primary schools, and it was not until 1953 that the Administration had granted six scholarships for higher education. Teacher-training institutions remained inadequate despite the Visiting Mission's strong recommendation that they should be greatly expanded (T/1078, para. 152). All in all, the Administering Authority had given evidence of failure to implement Council and Visiting Mission recommendations, in some cases because it apparently found them unsuitable to the genius of the indigenous peoples. Its responsibility was for the advancement of the peoples of New Guinea; yet it included in its report of the costs of education the sums spent on the education of the children of European administrative officers. Those costs should be borne by the metropolitan country.

15. The Administering Authority continued to maintain segregation, not only in regard to the Pacific islanders, but also in regard to the Asian and European populations. There was absolutely no justification for segregation, for segregation was the antithesis of education. There was no basis for the contention that the indigenous inhabitants could not be educated to keep pace with all other groups of the population. As early as 1929, Mr. McKenna had reported on the splendid progress of two New Guinea students training in Australia, one of whom had become a member of the present Legislative Council. The United Nations should reject the premise that there were categories of human beings incapable of being educated and of adapting themselves to their environment; that premise was a negation of the Organization's primary objectives. The Administering Authority's annual report showed, on the contrary, that the indigenous people of New Guinea had developed an extensive social organization and trades system long before the coming of the Europeans. Education and political advancement were interdependent; they should be given full emphasis by the Administering Authority.

16. In connexion with the political advancement of New Guinea, Mr. Krishna Menon recalled that the Trusteeship System had wholly superseded the old mandates system and that its objectives were clearly stated in Article 76 b of the Charter. The phrase "as may be appropriate to the particular circumstances . . .", in the first half of that Article, applied to the appropriateness of one or the other of the alternatives of self-government or independence; and not, as it was sometimes

sought to suggest, to the negation of both as inappropriate. No other political forms could be envisaged. The discussion at San Francisco had been quite clear on that point. The progress made by Australia in implementing Article 76 b had been exceedingly slow.

17. The Executive Council, for example, was no more than a staff meeting between the Administrator and his subordinate officers, the heads of the various departments. While it provided a useful means of consultation, it had no policy-making powers and the sole authority in it was the Administrator, appointed by the Australian Government, whose decisions, quite properly, could be overruled by that Government. The Executive Council could in no case be compared with a kind of cabinet responsible for the formulation of policy, or a step towards it.

18. The Legislative Council, far from being a parliament or an approach to one, made no legislation. Its European members, who outnumbered its New Guinea members by 26 to 2, were elected by the European settlers, or appointed by the Australian Government, while the indigenous councillors also were appointed by the Government, allegedly to represent a population of over a million indigenous inhabitants of New Guinea. If the indigenous population's participation in the Council had advanced no further than the present in the past thirty-five years, the system must be decidedly defective. The Administering Authority appeared to have ignored the specific recommendations put forward by the Council in 1949 regarding increased indigenous participation in the Legislative Council (A/933, p. 65).

19. The district and town advisory councils were equally unsatisfactory: they had no statutory power and could not be regarded as part of the governmental machinery, or as likely to contain the germs of the future local or State parliaments. They had nothing to do with the indigenous population, whose interests, according to the Administering Authority, were adequately protected by Administration policy exercised through all departments, and in particular, through the Department of District Services and Native Affairs. The Visiting Mission had recommended, however, that indigenous representatives should serve on the advisory councils as an early stage of their political training, and had noted the hostility of the European settlers to that suggestion (T/1078, para. 56).

20. Finally, for all of the islands of New Guinea, there were only six Native village councils, and the competence of the members of those councils appeared to be measured by their ability to collect taxes. They were elected on the basis of proportional representation — a highly complex idea for an allegedly backward people to understand — and, by the Administration's own report, they showed a high degree of organizing ability, initiative, and sense of responsibility towards their constituents. Thus, the Administration admitted that the village councils had made good progress despite lack of education and administrative experience. The Visiting Mission, for its part, urged an extension of the village councils throughout the Territory in view of the advanced stage of political maturity demonstrated by the indigenous population (T/1078, para. 26). There appeared, therefore, to be full agreement between the Trusteeship Council and the Administration in principle with regard to the political advancement of New Guinea; yet there had been no practical advance in indigenous participation in that field.

21. India was also concerned by the Administering Authority's failure to ensure wider participation of the

indigenous people in the administration of the Territory. The main obstacles seemed to be backwardness of education, lack of trust, and probably racial prejudice and fear of competition on the part of the European settlers. Since 1948, the number of European officers in the Administration had increased by 40 per cent, while the number of indigenous officers had increased by only 5 per cent. For the security and stability of the whole area, and particularly in view of the indigenous people's dislike of impersonal government, it would be prudent and practical to absorb into the administrative services as many indigenous inhabitants of New Guinea as possible.

22. Turning to the question of health and labour conditions, he deplored the staggering rate of infant mortality in the Trust Territory, complimented the Administration on its progress in malaria and tuberculosis control and its extension of child health services, and noted that there was no malignant malnutrition among New Guineans. Labour conditions were less encouraging, however, the average labourer receiving in real wages no more than £1² per month. Moreover, work was mainly seasonal and the islands had a proportionally small working population. The life of the average worker was rendered even more difficult by the indirect taxes he had to pay: a sum of approximately £4 per year. The average working family paid some £6 to £7 every year in taxes. The sum appeared exorbitant and the whole taxation system merited careful reconsideration.

23. India would ask for full consideration by the General Assembly of conditions in the Trust Territory of New Guinea. It hoped the Administering Authority would be in a position to report graded progress towards universal literacy, greater indigenous participation in government and in administration. The Council should ask Australia to prepare the relevant development plans with the assistance of the specialized agencies. From the Administering Authority's own reports, the peoples of New Guinea appeared to be among the finest in the world. There was no greater incidence of crime among the indigenous inhabitants than among the Europeans; there was in fact no reason to regard the people of New Guinea as a backward, criminal, underdeveloped people. The Administration was, moreover, to be commended upon the impetus given to economic development in New Guinea by fostering the co-operative movement.

24. He hoped that his criticisms would not be regarded as unbalanced. As trustees, the Member States of the United Nations bore responsibility for supervising the administration of the Trust Territories. That supervision could only be exercised through constructive criticism and public examination.

The meeting was suspended at 3.55 p.m. and resumed at 4.30 p.m.

25. Mr. OBEREMKO (Union of Soviet Socialist Republics) observed that it was clear from the information available to the Council, that the situation of the indigenous population of New Guinea, far from improving, had in many respects worsened because of the Administering Authority's failure to comply with the provisions of Article 76 b of the Charter. Instead of promoting the Territory's progressive development towards self-government and independence, the Administering Authority sought to strengthen its colonial régime, principally through the so-called administrative,

² Figures used during the discussion on New Guinea refer to Australian currency, £A 125 = £ sterling 100 = \$US 280,

but in fact political and economic, union with the Australian colony of Papua. The common Administrator, courts, constabulary, public service and budget, as well as the so-called Legislative and Executive Councils which had no real powers, and the location of the Administration's headquarters outside the Trust Territory, were eloquent evidence of that union. The special representative had indicated at the 538th meeting that the Administering Authority pursued an identical policy towards both the Trust Territory and the Australian colony of Papua; that meant that Australia's colonial policy towards Papua was also applied in the Trust Territory of New Guinea, in obvious violation of the Charter and the Trusteeship Agreement. The Syrian representative's references to the Australian Press had indicated an inclination in Australian ruling circles to annex New Guinea as a colony.

26. After thirty-four years of Australian administration, the appreciable part of the population which inhabited the restricted areas still resisted and distrusted the Australian authorities, and the so-called peaceful penetration was carried out by patrols carrying firearms. As early as its third session, the Council had learned of several indigenous inhabitants being killed by such a patrol, and at the present session of another clash which had resulted in the arrest of many indigenous persons. "Peaceful penetration" was in reality the armed seizure of areas not yet under Australian colonial control.

27. The colonial nature of the régime was also shown by the fact that the indigenous population had no political rights and no share in governing its own country. All power was kept in the hands of the Australian officials, who ruled through the chiefs of an obsolete tribal system kept alive for the purpose, and avoided establishing democratic organs of self-government. Others had already referred to the fact that the only two indigenous members of the Legislative Council who belonged to the Trust Territory were appointed by the authorities, and the special representative had said that their numbers would not be increased in the near future. The Administering Authority exercised racial discrimination even in a Council the decisions of which could be overruled by the Administrator. The district and town advisory councils consisted entirely of Europeans despite the direct concern of the indigenous inhabitants with the matters that came before them, examples of which were given on page 29 of the Administering Authority's annual report. The Administering Authority supported the hostility of the European settlers to indigenous membership of the organs of government.

28. The economic system was typified on the one hand by primitive indigenous agriculture and on the other by the penetration into the Trust Territory of European settlers and companies who exploited the Territory's natural resources and the indigenous population. According to the Administering Authority, the general level of nutrition of the indigenous population was low. The standard of living as a whole was also low. Most employed indigenous workers were paid an average of 16s. 5d. per month — less than the price of a shirt — or some 6 1/2d. a day — enough for three boxes of matches. Even worse off were the vast majority of indigenous people who were not wage-earners; they were condemned to perpetual hunger or semi-starvation. Their entire lack of any monetary income had not prevented the Administering Authority from instituting a system of taxation which made no allowance

for the individual's assets or ability to pay. The details of the Baluan Village Council tax and the penalty for non-payment, set forth on page 24 of the Administering Authority's annual report, were typical of all councils; in other words, those councils levied a poll-tax on the population.

29. Pursuing its policy of alienating land from the indigenous population, the Administering Authority had set up a Land Development Board which assisted settlers in obtaining land suitable for their purpose. That Board, which had not one indigenous member, supplied European settlers with parcels of so-called ownerless land and land regarded by the Administering Authority as surplus to the needs of the indigenous population. The total amount of land alienated in a year, as shown in the Administering Authority's annual report, appendix VIII, had been 915,804 acres in 1949-1950 and 1,074,347 acres in 1952-1953. European settlers and companies had been granted leases to 189,351 acres as against 175,817 acres the previous year. The Administration was also alienating forests, of which it controlled 527,000 acres so far. The acreage being prepared for proclamation as territorial forests was shown on page 55 of the report. A further 200,000 acres of forest had been handed over during the year for exploitation by foreign companies. The Administering Authority's aim was not to develop the economy in the interest of the indigenous inhabitants but to secure the interests of European settlers and foreign companies.

30. The indigenous inhabitants enjoyed no fundamental rights, no freedom to move about or to choose their occupations, and no protection for their interests. In defiance of repeated recommendations by the General Assembly and the Trusteeship Council corporal punishment was still applied, and to indigenous inhabitants only. Under the Native Administration Ordinance indigenous persons could not move freely between certain hours without a special pass, and 137 offenders had been sentenced during the year. In the same period seven persons had been tried and convicted for the unlawful wearing of clothing.

31. The health and education of the indigenous inhabitants were unsatisfactory, and the Administering Authority was not taking steps to remedy that situation. The infant mortality rate for the year had been 300 per thousand, and in the central Sepik area 450 per thousand. The Territory had far too few hospitals and medical personnel: only 36 physicians, none of whom were indigenous, for a population of 1,100,000. The Administering Authority itself admitted that many areas were without medical care, and that the existing hospitals were ill-equipped and ill-housed. Yet the budget allocation for health was not only inadequate, but had been reduced by £140,249 since the previous year.

32. The fact that after over thirty years of Australian administration the population of New Guinea was almost completely illiterate testified to the Administering Authority's indifference to the education of the indigenous people. Only about one-fifth of the children of school age attended administration or mission schools. The Administration had no interest in providing facilities for secondary or higher education. The statement on page 99 of the annual report that the great majority had not yet reached a level where they could fully understand the values of European civilization, and that to introduce secondary education on a wide scale would be to place the wrong emphasis on the educational requirements of the Territory, was an unsuccessful attempt to justify the Administering Authority's intention of

restricting indigenous education to the lowest level. The reductions in expenditure on education, shown on page 105 of the report, were significant in that respect. Expenditure on the education of Europeans had increased from £12,000 in 1950-1951 to £24,000 in 1951-1952 and £28,712 in 1952-1953, while total expenditure on Native education had been halved: £46,983 in 1952-1953 as against £94,726 in 1951-1952. An article in the *Pacific Islands Monthly* of January 1954 had referred to the lack of progress in education in New Guinea since 1945, and to the need to train a large number of indigenous teachers.

33. In view of the generally unsatisfactory situation in the Territory, the Council, in formulating its recommendations to the Administering Authority, should take into account the necessity of implementing a number of urgent measures. First, the Administering Authority should establish legislative and administrative organs independent of any organs created on the basis of the union with the Territory of Papua and provide for the participation of the indigenous inhabitants in the legislative, executive and judicial organs of the Trust Territory. Secondly, since the existing tribal system, which the Administering Authority had preserved and encouraged, was inconsistent with the progressive development of the Territory towards self-government and independence, the Council should recommend a transfer from that tribal system to a system of self-government based on democratic lines. All land alienated from the indigenous population should be restored to it, and any alienation in the future prohibited. The poll-tax should be replaced by a system of progressive or at least simple income taxation which would take into account the taxpayer's assets and ability to pay. The Administering Authority should greatly increase the budget allocation for education, urgently organize universal elementary education and make secondary and higher education accessible to the indigenous inhabitants. The allocation for health should also be increased considerably.

34. Mr. MAX (France) said substantial progress had been made in all fields during the period under review. Everyone recognized the very difficult terrain and severe climate in New Guinea but there was a tendency to lose sight of the difficulties caused by the extreme fragmentation of society—few groups being larger than a single village—the losses in material and personnel caused by the war and the fact that Australia subsidized the Territory's budget to the extent of two-thirds. Those difficulties must be borne in mind in any objective appraisal of the situation. At the same time, however, Australia had an unequalled opportunity of building a new society in a virgin country, whose development would probably proceed untroubled by distorting ideological conflicts for many years to come. The Administering Authority could afford to take its time and build slowly but surely, learning from the experience and mistakes of other Trust Territories.

35. His delegation felt that the establishment of the Legislative Council and the district and town advisory councils was rather premature. The indigenous representation on the Legislative Council was purely formal; the indigenous representatives would learn little and would be criticized on the basis of an over-demanding appraisal of their real, but as yet politically undeveloped, abilities. He agreed with the 1953 Visiting Mission's comments on the complete lack of indigenous representation on the district and town advisory councils. It was difficult to see how the Legislative Council

and the advisory councils could help the Administration at that juncture. The Australian officials were highly competent and had the interests of the indigenous population at heart. It would be better not to restrict their freedom of action in any way by institutions quite unsuited to the present stage of advancement in the Trust Territory. On the other hand, *ad hoc* committees appointed to advise the Administration and the district commissioners on specific questions would serve a very useful purpose; they would be a valuable training ground for the indigenous inhabitants and give the Administration an opportunity to ascertain the views of the local population.

36. The first objective was to set up the basic indigenous institutions. The Administering Authority was persevering in that task and was to be congratulated on the establishment of two new village councils. The rate of progress might seem slow but it would undoubtedly increase, particularly if the district commissioners were given a free hand.

37. His delegation had learned with deep regret of the death of two Australian patrol officers engaged in the praiseworthy work of peaceful penetration.

38. He welcomed the steps taken by the Administration to promote the training of indigenous personnel.

39. Various regulations in New Guinea, which might at first seem to restrict the freedom of the indigenous inhabitants, had doubtless been enacted for their protection. As such, they were laudable but they should be kept under constant review to ensure that they were not subject to abuse and that they were rescinded at the earliest possible moment. He had not been convinced by the special representative's arguments in favour of retaining corporal punishment.

40. During the year under review, very encouraging economic progress had been made and the forestry, agricultural and stock-breeding stations were to be congratulated on their technical achievements. The development of indigenous co-operatives was another important advance. It was gratifying to note that the Administering Authority had abandoned its rigid opposition to long-term, large-scale programmes and merely insisted on the need for various preliminary surveys, which had already been begun. New Guinea offered an unparalleled opportunity for balanced development along new lines based on an integrated political, economic and social programme. Incidentally, it was open to question whether the best way of developing the Territory was colonization by European families. From a purely economic point of view, while the settlers undoubtedly contributed to the Territory's progress, their resources were totally inadequate for the immense task, which could more appropriately be carried out by collective or State-controlled undertakings.

41. The Administering Authority was to be congratulated on its persevering efforts and achievements in the field of public health. The hospital works programme was particularly commendable.

42. He whole-heartedly associated himself with remarks made at the 542nd meeting by the Belgian representative, concerning the great educational work of the missions in New Guinea and the possibility of making fuller use of their co-operation. A certain number of primary schools should, however, be administered directly by the public authorities. They would serve as experimental projects and controls. It was encouraging to note the importance which the Administering Au-

thority attached to fundamental education. Everything done in New Guinea, even the establishment of a village council, was a form of fundamental education. The Administration should be encouraged to continue and intensify its experiments in that direction.

43. Mr. FORSYTH (Australia) replied to various points raised by the previous speakers.

44. The Syrian representative had commented on the indigenous representation in the Legislative Council. What was surprising was not that the indigenous representatives were appointed but rather that, at that stage in the Territory's development, any indigenous inhabitants could be found capable of participating in such a high-level political body. The Legislative Council was not heavily over-weighted in favour of European interests. A large proportion of the members of the Council were Administration officials whose principal duty was to protect and promote the interests of the indigenous inhabitants. The Christian missions were also represented and they, too, were concerned with indigenous rather than European interests. The special representative's replies to questions concerning the Legislative Council and indigenous representation should be borne in mind; as he had said, indigenous observers were being introduced with a view to training as many as possible of the more outstanding indigenous inhabitants in parliamentary procedures.

45. The Syrian representative had seemed alarmed by certain published statements concerning the annexation of New Guinea. The facts were as follows: New Guinea had not been annexed; it was not treated as sovereign territory; it had been placed under the Trusteeship System by Australia; the trusteeship provisions and procedures had been loyally observed; two Visiting Missions had been to the Territory; there had been no attempt to keep the Council from seeing for itself that the Territory's status was being preserved; that separate status was explicitly provided for in the Papua and New Guinea Act and was frequently emphasized by Government speakers. The official statements of the Australian Government and the responsible Ministers were surely more pertinent than unofficial newspaper reports.

46. The Indian representative had referred to a 1929 report by the Director of Education from Queensland. The passage in question drew attention to one of the difficulties facing any Administering Authority; the interests of the European businessman were not always the same as those of the indigenous inhabitants. The Administration and its officials often had to counter-balance European interests and emphasize the administrator's role of protecting indigenous interests. That was precisely what Mr. McKenna had been doing. The Australian administrators approached their task in the same spirit.

47. While he agreed with the Indian representative on the desirability of developing and expanding education, he felt that there was a tendency to underestimate the complexity and magnitude of the problem. A far more balanced picture of the situation was given in paragraph 152 of the 1953 Visiting Mission's report (T/1078). It should also be noted that the Administration had prepared a five-year plan for education, as the Visiting Mission had noted in paragraph 148 of its report.

48. It was not just to claim that no progress had been made in thirty-five years. Every annual report showed progress, although the pace was adapted to the real capacities of a primitive people. Progress in New Gui-

nea was inevitably slow and it would be wrong to give way to despair.

49. The USSR representative had merely repeated his delegation's usual remarks on administrative union, open annexation, corporal punishment, strengthening the colonial system and so on. He had deliberately distorted some remarks made by the special representative. The position was not, as the Soviet representative said, that New Guinea was being treated in accordance with the low standards allegedly applied to Papua but rather that Papua, too, was being governed in accordance with the principles of trusteeship. The Administering Authority believed that the two territories derived a mutual advantage from the administrative union. The latest report of the Standing Committee on Administrative Unions (T/L.388) indicated that, at the very least, the Trust Territory was not suffering any apparent disadvantage and recognized that New Guinea's status as a Trust Territory was preserved. That had not deterred the Soviet Union representative from repeating his delegation's usual misrepresentations.

50. In alleging that the Administering Authority was completely unconcerned with the education of the inhabitants, the representative of the Soviet Union had apparently overlooked the fact that the number of government-subsidized mission schools had increased by 83 in the period 1952-1953 and that the number of Administration schools for non-European children had risen from 60 to 67 in the same period. Other facts in the annual report also disproved the Soviet Union representative's generalizations, and the Visiting Mission's report indicated that such exaggerated allegations were not worthy of consideration.

51. His Government had no objection to criticism. Supervision implied criticism, although it might be better for the Council to assess what was being done without condemnation or praise. In any case, the criticism should be constructive and, as far as possible, balanced. The Australian Government was ready to do its best to see that any criticism and assessment received serious consideration.

Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, withdrew.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

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

52. In reply to a question by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) explained that New Zealand's customs laws made no special reference to Western Samoa. The Trust Territory had a separate set of custom laws which made no special reference to New Zealand and treated New Zealand like any other part of the British Commonwealth. That situation would continue to obtain as long as the existing preferential tariff remained in force. The customs law in Western Samoa had been enacted many

years previously, but it had been considerably modified in recent years and would be further modified in the light of the Legislative Assembly's forthcoming discussion on the tariff question.

53. Mr. TARAZI (Syria) expressed the opinion that, given the existence of the British preferential tariff, there was in fact a partial customs union between New Zealand and Western Samoa and that it was not entirely correct to state, as was done on page 57 of the annual report³, that the Territory "is not a partner to any administrative, fiscal or customs union".

54. Mr. EDMONDS (Special representative for Western Samoa) replied that the British preferential tariff was a relic of the days when Western Samoa had been a Mandated Territory. It had continued in force under the Trusteeship Agreement and the relevant sections of the United Nations Charter which specifically provided that international obligations were in no way affected by the Charter. The Council might, of course, consider that the British preferential tariff constituted an administrative union but, as far as he was aware, no one had at any time previously suggested that it did.

55. In reply to a number of questions by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) explained that a licence fee was required to practice almost any trade or profession in Western Samoa. The fee varied with the various trades and professions; for instance, it was £15 a year for a store and five shillings for a stand to sell tea and cakes at a public function. In addition to the £15 licence fee payable at the beginning of the year, a store tax was levied on turnover, but the amount paid for the licence was credited against the amount due for store tax. The licence tax dated from the days of the German administration. The consensus of opinion among the members of the departmental committee on taxation seemed to be that the licence fees were possibly outmoded as a form of taxation.

56. In the case of most of the companies listed on page 62 of the annual report the share capital would be mainly local European, with some Samoan capital. In the case of F. M. Fatialoga, Ltd., Lepa Traders, Ltd. and Leauva'a Trading Co., Ltd. the capital would be purely Samoan. In none of the companies would there be any appreciable amount of overseas European capital.

57. By law no person of Samoan status could purchase any shares in a company without the permission of the High Commissioner. That provision, originally intended to protect the indigenous inhabitants, obviously served to deter rather than to encourage the purchase of shares by Samoans, and it was generally considered that it was now out of date. The Territorial Government liked to see the Samoan people save money and invest it in worthwhile enterprises. Unfortunately, however, in the past the Samoan had been fonder of spending money than of saving it. The Samoan social system made many calls on the individual's generosity and the Samoans were only too willing to spend money lavishly on their friends and family. The officers of the Government had often pointed out to the Samoans that while such an attitude was praiseworthy from the point of view of family affection, it was sometimes economically unsound to spend so much on unproductive enterprises. The Administration did everything it could to persuade the Samoans to save

their capital and invest it. They were beginning to save capital to put into co-operatives. Unfortunately, in most cases they wished to invest in trading co-operatives and most of the embryonic co-operatives established before the Registrar of Co-operatives had arrived were not in a position to be registered as solvent companies. Nevertheless, the mere establishment of a co-operatives section indicated that the Administering Authority and the Territorial Government fully appreciated the need for encouraging Samoan savings and investment.

58. The first section of the economic survey had been completed and the draft report on it was almost ready. It could not be prepared in final form however until a rough estimate of the national income, which was being prepared by an expert from the South Pacific Commission, was available.

59. The Chamber of Commerce had existed for many years and was an organization of some standing in the community. Its members would like to see Samoans join. At the moment however, the Samoans were not particularly interested in its activities, although as time went by, they would doubtless become more appreciative of its work. Most of the members of the Chamber of Commerce were part Samoan because most of the people engaged in large-scale commerce in Samoa were part Samoan. The Territorial Government played no part in the functioning of the Chamber of Commerce, which was purely a commercial organization, and prided itself on being completely non-political. The Government did not like to interfere with its activities in any way and neither discouraged, nor encouraged, anyone from joining it.

60. The Copra Board referred to on page 72 of the annual report had been set up in 1948 by the Copra Board Ordinance. The Ordinance provided that certain members of the Board should be appointed by the High Commissioner and should hold office during his pleasure. It was a very well established principle of British law that, where it was desired to introduce a certain amount of flexibility in an organization, the representative of the Crown was permitted to appoint various members who held office at his pleasure. The Samoans were well aware of that principle and accepted it whole-heartedly. The Legislative Assembly had passed the Ordinance knowing that it contained the provision in question. In practice members of the Board held their office for three years; if any member died or was ill, the High Commissioner could immediately appoint another member to replace him. The principle might seem open to abuse, but in practice it was not abused.

61. Mr. TARAZI (Syria) drew attention to the provision of Final Act of the Berlin Conference on Samoan Affairs, 1889, under which agricultural land outside the Apia municipality could with permission be leased for a term not exceeding forty years. According to the continental conception of property law, a right analogous to ownership was created by a long-term lease. It would be interesting to know whether the Administering Authority did anything to protect the indigenous landowners in that respect.

62. Mr. EDMONDS (Special representative for Samoa) explained that the provisions of the 1889 Act no longer applied. As matters stood, Samoan land could be permanently alienated only to the Crown for public purposes. If the area was densely settled, compensation in land was given to the Samoans concerned. Land could also be alienated by sale to another Samoan

³ See *Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953*. Department of Island Territories, Wellington, 1954.

or Samoans. In that case the sale passed through the Land and Titles Court and the status of the land was not altered. Land could be leased for forty years with the express authority of the High Commissioner. A notice was published so that all Samoans interested in the land had ample time to know what was planned and questions of ownership, if any, were settled in the

Land and Titles Court. Under English law a forty-year lease created no rights of ownership in the property. The only rights were those mentioned in the lease. At the end of the forty years, no compensation for improvements was paid unless specific provision for such compensation was made in the lease.

The meeting rose at 5.55 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Tuesday, 29 June 1954,
at 2 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

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

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

GENERAL DEBATE (concluded)

1. Mr. RYCKMANS (Belgium) was surprised that, at the previous meeting, the USSR representative had stressed the need to replace the head tax by a progressive income tax, in view of the fact that, according to the annual report,¹ no head tax was levied in the Territory.

2. Mr. OBEREMKO (Union of Soviet Socialist Republics) explained that his remarks had related to page 24 of the annual report, on which reference was made to the rule passed by the Baluan Village Council concerning the levying of taxes during the financial year 1953. That rule prescribed three rates of taxation for the male population; it also required women who wished to become eligible to vote to pay a special tax.

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

Such taxes were undoubtedly a form of head tax. Since such a tax was not just, the USSR representative in his statement had suggested that the head tax should be replaced by a progressive income tax or at least by an income tax which would take into account the capacity of the indigenous people to pay. He further noted that the Belgian representative had seemed to be satisfied with that answer.

3. Mr. FORSYTH (Australia) regretted that members of the Council still had some doubts on that delicate issue; he would be glad if the special representative for New Guinea could be given an opportunity to make the position clear.

4. The PRESIDENT invited the special representative for New Guinea to make a statement on the understanding that members of the Council would have an opportunity, if they so wished, to make further observations and to exercise their right of reply, either on the conclusion of the statement or at the time the Council was considering its draft report.

5. Mr. JONES (Special representative for New Guinea) was glad that most members of the Council had recognized the difficulties facing the Administering Authority by reason of the fact that New Guinea was by far the most backward of all Trust Territories, a fact which should be borne constantly in mind, particularly in any discussion of the political advancement of the indigenous population. The observations on that subject made in the report (T/1078) of the United Nations Visiting Mission to the Trust Territories of the Pacific, 1953, were relevant in that connexion.

6. Many representatives had praised the work of the exploratory patrols, through which those parts of the Territory which had not hitherto been penetrated were gradually but successfully being brought under the influence and control of the Administration. The Administration would ensure that the remaining restricted areas were brought under its control as soon as possible. It would, however, be inadvisable and ill-judged to alter the methods which had proved successful in undertaking that hazardous and important task in the hope of making more rapid progress. The only delegation which had criticized the Administration's work in the restricted areas had been that of the USSR, whose attitude, despite the views expressed by two visiting missions and the information given during the examination of annual reports, showed a determination to ignore the facts and to paint a picture of the situation entirely at variance with the facts.

7. Some representatives had noted with concern that only two members of the indigenous population were associated with the work of the Legislative Council and that indigenous representatives were not included on the non-statutory district and town advisory councils. The Administering Authority fully appreciated and shared their concern, but it considered that any attempt to bring about the participation of the indigenous population in the political organs of the Territory at the present stage would be premature and unwise. In that connexion, attention should be drawn to the fact that the interests of the indigenous inhabitants were safe-

guarded by the presence in those political organs of official members of the Administration. The situation in New Guinea was such that the population needed guidance and experience before they would be able to participate fully in the political life of the Territory; it was precisely for that purpose that the Trusteeship System had been established.

8. The Administering Authority was fully conscious of the necessity of training the indigenous population in political matters and had already prepared and put into effect plans with that end in view. The best evidence that that was the Administration's objective was the increasing number of statutory village councils. The Administration felt that such councils, which could gradually replace the existing tribal structure, were an appropriate point of departure in leading the indigenous people to a greater comprehension of political institutions. The number of councils would rapidly increase as soon as the indigenous inhabitants showed themselves capable of conducting their own affairs efficiently, with adequate supervision and guidance.

9. One important aspect of political progress had not yet been mentioned — the efforts of the Administering Authority to weld the numerous tribal groups of New Guinea into a single people speaking a common language. It should not be overlooked that New Guinea was inhabited by very diverse peoples, each with its own language and customs and, before the advent of the Europeans, continually at war with one another. At the present time, in all areas under control of the Administration, the indigenous inhabitants mixed together and considered themselves as members of one people. Two factors had contributed to that result — the efforts of the Administration to teach the people the basic principles of citizenship and the rudiments of morality, and the spread of Melanesian Pidgin English, which it was hoped sooner or later to replace by English.

10. The Syrian and USSR representatives had expressed the view that the administrative union between Papua and the Trust Territory was not in the best interests of the latter. The Australian representative had already explained the advantages of that administrative union; Mr. Jones would therefore merely add that it was the most efficient method of administering the Territory and was authorized by the Trusteeship Agreement.

11. The representative of Syria had suggested that the jury system should be introduced in court cases involving members of the indigenous population. While the Administration hoped to introduce that system in New Guinea, it felt that its proper functioning required of jurors greater knowledge and experience than the indigenous inhabitants at present possessed. The question of granting legal recognition to indigenous tribunals was under consideration, and the Council would be kept informed of any decisions taken.

12. Some representatives had referred to the desirability of drawing up a comprehensive development plan for the Territory. The Administration was fully aware of the need for adequate planning, but considered that the method it was at present following was the most appropriate in present circumstances in view of the fact that the surveys and studies being undertaken to determine the Territory's resources had not yet been completed and some time would elapse before a complete picture of New Guinea's economic potential could be obtained.

13. The Administering Authority was very satisfied with the development of the co-operative movement in the Territory and would continue to foster and encourage it to the fullest possible extent. It regarded the co-operative movement as the best method of ensuring greater participation of the indigenous population in the economic life of the country.

14. It had been suggested that the taxation system should be reformed with a view to increasing the Territory's revenue. The Administration had been considering the question of taxation with particular reference to the need to increase the Territory's revenue without diverting investments by reason of excessive taxation or duties. The Administration felt that for the time being it would be inappropriate to alter the incidence of taxation. Where the imposition of direct taxation on the indigenous population was concerned, it must be borne in mind that the Territory still had essentially a subsistence economy; the only direct taxes were therefore those which the indigenous inhabitants themselves imposed through the village councils. In reply to the USSR representative, he wished to make it clear that the taxes levied by village councils took into account capacity to pay and were applicable principally to landowners and residents of villages who could meet the payment without hardship; special rules were applicable in cases where indigenous inhabitants had difficulty in paying their taxes. When the village councils had informed the Administration of their wish to establish their own treasuries and to impose the rates and taxes within their areas, the Administration had explained to them exactly what that decision involved and had stated that it was prepared to approve any rule made by the councils, provided that it did not inflict financial hardship on the inhabitants of the village. Wherever that system was applied, the indigenous inhabitants expressed great satisfaction at the way in which it functioned.

15. Contrary to the Syrian and Soviet Union representatives' belief, the Territory's fiscal system did not benefit only the European companies, and the aim of persons investing capital was not simply to exploit the Territory's human and natural resources. Most underdeveloped countries welcome the investment of foreign capital; in New Guinea such investment was essential if the Territory's natural resources were to be adequately developed.

16. The USSR representative had alleged that land had been alienated to Europeans against the interests of the inhabitants. Mr. Jones wished to reiterate that the indigenous people's rights were fully safeguarded and that land was never alienated without the indigenous owner's express consent. It should also be stressed that only 2 per cent of the cultivable land had been alienated; most of that land had been leased and would eventually revert to the Administration and be available to the indigenous community if at some later date it was needed.

17. With regard to social advancement, several representatives had suggested the abolition of corporal punishment. The laws relating to that punishment had been amended; corporal punishment had been abolished for all but four offences. The Administration hoped that it would be possible further to restrict the classes of offences for which corporal punishment might be ordered.

18. With regard to restrictions on the indigenous population's movements, the laws had been changed, so that such restrictions now applied only to certain

towns, a list of which was issued from time to time by the Director of District Services and Native Affairs. Thus, the restrictions were now imposed only where necessary in the interests of good order and public welfare.

19. The Administering Authority was fully conscious of the need to improve medical and health facilities in the Territory; it had made very great efforts in that direction. The Administration was proceeding as rapidly as possible with its hospital-construction programme. It was doing its utmost to reduce the incidence of infant mortality, in particular by extending the infant and maternity welfare services to the more remote areas, where the infant mortality rate was highest.

20. Certain representatives had stated that wages paid to indigenous workers were excessively low. He had already explained that the figures quoted by those representatives were the minimum rates, and that few, if any, workers received only the minimum wage. It should not be forgotten, too, that there was no compulsion on the indigenous inhabitants to engage in any form of work; they were subject to no pressure, either administrative or economic; if they agreed to work, it was because they thought working conditions satisfactory. The average cash wages for some occupations was as high as £13 per month, plus free rations, clothing, equipment and hospital services. They were also entitled to free transport from their home to their place of employment. Wives and children, when accompanying the head of the family, were entitled to the same benefits in kind. It would be interesting to calculate how much was left to workers in other countries after they had paid for items such as food, clothing, rent, etc.

21. With regard to educational advancement, the Administering Authority believed that the essential thing was to lay firm foundations, namely, to increase the number of primary schools and teacher-training institutions. The development of secondary education and higher education would of course follow that of primary education.

22. The representatives of Belgium and France had drawn particular attention to the position of religious missions in education and had suggested that the Administering Authority might consider granting greater financial assistance to them. He was sure that the Australian Government would give that suggestion the most serious consideration. Missions were represented on the Education Advisory Board and so could express their views on all aspects of educational advancement.

23. The representative of China had referred to the slight decrease in the expenditure on education. The assurance could be given that the Administering Authority would not wish to retard the pace of educational development by any lack of funds; as soon as it was possible to use further budgetary allocations effectively, that would certainly be done.

24. The representatives of Syria, India and the Soviet Union had expressed the view that it should not be necessary to maintain separate schools for indigenous children. He had already had occasion to explain that, for the time being, differences in language, attainments and receptivity to instruction made the present arrangements necessary. It should not be forgotten, however, that the standards were the same in all schools and that the indigenous inhabitants might receive scholarships for higher education in Australia.

25. The Soviet Union representative had stated that only one fifth of the population of school age was attending school. That was incorrect. His mistake was no doubt due to the fact that he was comparing the number of pupils to the total number of children, not to the number of children of school age.

26. In conclusion, he hoped that further study of the annual report and of the information supplied during the discussion would enable the Soviet Union representative to revise his statement that the situation in the Trust Territory was unsatisfactory in all respects. He appreciated the many constructive suggestions made in the course of the general debate and thanked the members of the Council for their courtesy and consideration.

27. After Mr. OBEREMKO (Union of Soviet Socialist Republics) had stated that he wished to comment upon the special representative's reply, Mr. FORSYTH (Australia) recalled that the USSR representative had already spoken in the general debate and stated that if any member of the Council took the floor to reply to the special representative, the Australian delegation reserved the right to speak again.

28. The PRESIDENT expressed the opinion that in the interests of the Trust Territories the Council's debate should be as thorough and complete as circumstances required. The debate did not necessarily end with the special representative's reply; all members of the Council were entitled to comment on that reply, and the Administering Authority and the special representative were entitled in turn to advance all the considerations to which those comments had given rise.

29. Mr. OBEREMKO (Union of Soviet Socialist Republics) agreed with the President and reminded the Council that that was the procedure followed so far.

30. Commenting on the special representative's statement, he said that the Soviet Union delegation had to point out every year that the situation prevailing in the Territory was unsatisfactory because the data supplied by the Administering Authority and the visiting missions revealed that the situation had not improved, that if there were any changes they were mainly for the worse. Like the special representative, he would like to hope that his delegation would not have to point out once again at the next session that the situation was not satisfactory in any respect. However, it was for the Administering Authority, not the Soviet Union delegation, to see that that hope was fulfilled. If no improvement was shown, the USSR delegation would not hesitate to declare that the situation was not satisfactory in any respect, because that would be the truth, as it was the truth about the year under consideration. An examination of the information on the Territory's political, economic, social and cultural conditions supplied by the Administering Authority itself and which it could not therefore challenge would convince anyone of that fact. The Administering Authority's representatives said that they put no faith in information gleaned from the Press and tried to cast doubts on its reliability or simply repudiated it.

31. The special representative had tried to create the impression that the Soviet Union delegation was the only one which thought that the so-called administrative union of New Guinea and Papua was contrary to the principles and purposes of the International Trusteeship System. That was not so: at the 544th meeting, the Syrian representative had expressed the same opinion. It was not really an administrative union, but a complete merger, involving the Territory's economic

and political life; in the Administering Authority's annual report as in Australian legislation, a single Territory was referred to—the Territory of Papua and New Guinea. No provision of the Trusteeship Agreement authorized the Administering Authority to make such a merger between the Trust Territory and the colony of Papua. The Administering Authority alleged that the Trust Territory benefited from it. That was not so; actually, the union hampered New Guinea's political advancement. It was enough to recall that of the 29 members of the joint Legislative Assembly of Papua and New Guinea only two represented the indigenous inhabitants of the Trust Territory to realize what the true situation was.

32. The Soviet Union delegation had not been alone in protesting against the continuation of corporal punishment in New Guinea; many other delegations in the Trusteeship Council and in the Fourth Committee of the General Assembly had expressed similar views. The Assembly and the Council had adopted several resolutions requesting its immediate abolition. Quite obviously, if corporal punishment had not been abolished before the Council's next session, the Soviet Union delegation would once more criticize that barbarous practice and demand its immediate abolition. The Administering Authority, far from abolishing that system, stated only that it would be possible to restrict its application as the people progressed. Did the Administering Authority consider such an iniquitous practice an effective means of promoting the advancement of the population?

33. The USSR delegation had studied the reports carefully, and had come to the conclusion, after mature consideration, that the situation in New Guinea was unsatisfactory in every field, a view which was confirmed by the information supplied by the Administering Authority itself. In the political field, the people had no share at all in the conduct of their country's affairs. The Territory's economy was characterized by a backward agricultural system, practised by the indigenous inhabitants according to the most primitive methods and with the most rudimentary equipment. In the social field, the wages of indigenous workers were extremely low. The Administering Authority's report showed that the number of deaths due to malnutrition had increased. The standard of living of the indigenous inhabitants was so low that according to an article published in the Australian Press prison meant to them not a punishment but a place where they could receive some food and shelter. As for conditions of health and hygiene, data compiled by an eminent ethnologist employed by the Administration showed how backward they were: in 1950-1951 the population of New Ireland had been 27.1 per cent lower than in 1929-1930. According to figures supplied by the Administering Authority itself, the infant mortality rate in that area was 195 per 1,000. In the western islands of the Trust Territory the rate was 230 per 1,000 and in the Sepik area it reached the enormous figure of 454 per 1,000. In the educational field, the Administering Authority itself had reported that the illiteracy rate was high, and in uncontrolled areas absolute. The special representative had attempted to show that the number of schools run by religious missions had increased; however, he had forgotten that the number of pupils in such schools had decreased, as had the number of children attending the Administration's schools—facts which were clearly confirmed by figures quoted in the UNESCO report (T/1124)—and that

in any event the United Nations had placed the responsibility for education of the population on the Administering Authority, not on religious missions.

34. Thus, the only conclusion that could be drawn from the Administering Authority's reports was that the situation was highly unsatisfactory in every respect. However, the USSR delegation had not confined itself to criticism, as the special representative had suggested; it had recommended to the Council the adoption of a number of constructive measures which would improve the position of the indigenous population and ensure the attainment of the purposes of the Trusteeship System and the practical implementation of the principles on which they were based.

The meeting was suspended at 4.5 p.m. and resumed at 4.45 p.m.

35. Mr. TARAZI (Syria) said he wished to comment on the replies the Australian representative and the special representative had given to his observations on the situation in New Guinea. The statement he had quoted at the previous meeting concerning the future of the Territory was certainly an official one, having been made by Mr. Anthony, at that time Postmaster-General of Australia and in that capacity a member of the Australian Cabinet. True, Mr. Anthony's statement had not been couched in rigid terms but it was none the less calculated to create some misgivings about the way in which the future of the Trust Territory was viewed in certain official circles; and Syria, as a member of the Trusteeship Council, had the right and the duty to voice any misgivings, however slight, which it might feel.

36. With reference to the special representative's reply, the Syrian delegation's statement that it intended to criticize rather than to praise had been prompted solely by its desire to share in the responsibilities laid upon all members of the Trusteeship Council by the Charter. Criticisms levelled at the Administration of a Territory were made in a constructive spirit, and should in no circumstances be misconstrued in a way which might offend the perhaps unduly sensitive susceptibilities of some members of the Council.

37. The explanations offered by the special representative in reply to Mr. Tarazi's comments on the tax system in New Guinea had failed entirely to convince him. The special representative did not seem to have understood the scope of the questions. He had said that there were import and export duties, but such duties were obviously borne mainly by the consumer, and their existence in no way invalidated the point that so long as there was no income tax, companies trading in the Territory suffered no taxation at all.

38. The special representative's statements about the administrative union between Papua and New Guinea were equally unconvincing. The union in question was not an administrative one; it was a political union, indeed, a federation, in the strict sense of the term.

39. Mr. Tarazi once again assured the Council and the special representative that his criticisms had in no way been intended to embarrass the Administering Authority or the Administration of the Trust Territory of New Guinea; they had been prompted solely by his sense of duty.

40. Mr. JONES (Special representative for New Guinea) thanked the Syrian representative for having clarified his previous remarks.

41. He had listened carefully to the USSR representative's statement, but had found nothing new in it. The facts described in the annual report illustrated the

progress accomplished in the Territory clearly enough to render unnecessary a point-by-point refutation of the USSR representative's arguments.

42. After a brief exchange of views on the further order of the discussion on the Trust Territory of New Guinea, in which Mr. MENON (India), the PRESIDENT and Mr. FORSYTH (Australia) took part, the PRESIDENT pointed out that he did not intend to restrict the discussion in any way.

43. Mr. MENON (India) again reserved the right to speak again during consideration of the draft report.

Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, withdrew.

APPOINTMENT OF THE DRAFTING COMMITTEE ON NEW GUINEA

44. The PRESIDENT proposed that a committee, composed of the representatives of China, Syria, the United Kingdom and the United States, should be appointed to prepare the chapter in the Council's report dealing with New Guinea.

45. Mr. TARAZI (Syria) said that his delegation would not be able to be represented in the committee owing to pressure of work.

46. The PRESIDENT suggested that India might be a member of the committee.

47. Mr. MENON (India) said he must decline. The special representative's reply and the reservation made by the Australian representative made further debate necessary. If the drafting committee was made up as the President had suggested, the majority of its members would represent a certain point of view and its report would not reflect the opinions of other delegations. Either membership of the committee should be better balanced, so as to include, for example, the USSR representative, who had made a large number of criticisms, or the representative of El Salvador, or the Indian delegation would prefer to retain a free hand and state its views during the debate on the committee's report.

48. The PRESIDENT proposed that the drafting committee should be composed of the representatives of China, the United States, the United Kingdom and El Salvador.

49. Mr. OBEREMKO (Union of Soviet Socialist Republics) said he considered it necessary to point out that at the present time there was no representative of China in the Trusteeship Council. Accordingly, the USSR delegation would vote against the appointment to the drafting committee of a person who did not represent China and who was illegally occupying the seat of China on the Council.

50. Mr. S. S. LIU (China) said the USSR representative was well aware that the validity of the Chinese delegation's credentials had repeatedly been confirmed by the various organs of the United Nations.

51. The PRESIDENT proposed, in view of the USSR representative's objection, that the Council should follow the procedure it had adopted in the past in similar cases and should vote separately on each nomination.

The nomination of China was approved by 7 votes to 2, with 2 abstentions.

The nomination of El Salvador was approved by 9 votes to none, with 2 abstentions.

The nomination of the United Kingdom was approved by 8 votes to none, with 3 abstentions.

The nomination of the United States was approved by 8 votes to none, with 3 abstentions.

52. Mr. FORSYTH (Australia), explaining his vote, said that he had abstained from voting on the election of members to the Drafting Committee because the discussion on New Guinea had brought out certain differences of view.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

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

53. Mr. ROBBINS (United States of America), reverting to the question of co-operatives raised at the previous meeting by the Syrian representative, asked whether the Registrar of Co-operatives called for under the Co-operative Societies Ordinance had taken up his duties.

54. Mr. EDMONDS (Special representative for Western Samoa) said that the ordinance in question, which had been adopted in 1952 and promulgated in 1953, was mainly designed to prevent any organization or group from illegally assuming the title of "co-operative". In 1953 Mr. Surridge, adviser on co-operatives to the British Colonial Office, had visited the Territory and had given advice on measures to be taken to inaugurate a system of co-operatives. He had suggested that the Administration should proceed very cautiously during the initial years, so as to give the co-operative movement a good start, and had advised that no attempt should be made to register co-operatives before the services of an experienced registrar had been secured. The Registrar appointed had taken up his post only three months previously. At the time when Mr. Edmonds left, the Registrar had been preparing a set of regulations on co-operatives, which had probably come into force since. The way was now open for the registration of co-operatives in accordance with the provisions of the ordinance and the regulations.

55. Mr. ROBBINS (United States of America) asked whether the Administering Authority had taken definite action to encourage the formation of co-operatives, and whether the Samoan people showed interest in the movement.

56. Mr. EDMONDS (Special representative for Western Samoa) said that in 1953, before the Registrar of Co-operatives had been appointed, the Government had done some initial propaganda work by radio. The public had thus been informed, and were very interested at the time when Mr. Boyan, the new Registrar, arrived in the Territory. After making a number of trips around the Territory, Mr. Boyan had found that there were 19 groups who wished to form themselves into co-operatives. The only disappointing feature, in Mr. Boyan's opinion, had been that the great majority of them proposed to organize trading rather than producer co-operatives. Some of the groups had already begun commercial activities. Unfortunately, they had not been successful, and Mr. Boyan intended to get the groups into a more businesslike form of organization.

The Registrar had a Samoan assistant, who was of great assistance to him.

57. In reply to another question by Mr. ROBBINS (United States of America), Mr. EDMONDS (Special representative for Western Samoa) confirmed that the Planters' Association still had only one Samoan member. Most Samoan planters were *matais*, and they were therefore not in the same position as leasehold plantation operators. It was also possible that the Samoans felt no need to join the Association since it never refused them its advice and assistance.

58. Mr. ROBBINS (United States of America) asked whether systematic forest utilization would not be advisable in view of the small area of the forest reserve.

59. Mr. EDMONDS (Special representative for Western Samoa) said that was a very important point. At the present time, there was no great forest industry in the Territory, though it had some timber resources. The trees were too scattered to permit of intensive exploitation. Nevertheless, a topographic survey of the Territory was being made to ascertain whether large-scale forestry reserves could be established in certain areas. Furthermore, a Department of Agriculture experimental station at Apia was conducting research on the types of trees best suited to the Territory. Experiments had also been conducted, though with unsatisfactory results, in construction of banana cases from local timber.

60. Mr. LOOMES (Australia), proceeding to the question of investments dealt with on pages 68 and 69 of the annual report, asked for particulars of local and foreign investment.

61. Mr. EDMONDS (Special representative for Western Samoa) said the question was the concern not so much of the Administering Authority as of the Territorial Government. Applications for the investment of capital from abroad were addressed to the Government, which referred them to the Executive Council for its advice. In recent years, such applications had almost always been favourably received. It must be pointed out, however, that some Samoans were hostile to foreign investment, which they considered harmful. The Administration hoped that once the economic survey at present being made was finished, it would be possible to assess more exactly the amount of local capital lying idle and advise the holders of such capital on its investment. Perhaps some local capital would also be absorbed by the growth of co-operatives.

62. Mr. LOOMES (Australia) asked for information about the damage caused by the rhinoceros beetle.

63. Mr. EDMONDS (Special representative for Western Samoa) said it was difficult to give an exact estimate. In his economic survey, Mr. Stace, of the South Pacific Commission, put the proportion of the copra crop destroyed at 30 per cent; however, some planters estimated the destruction at 15 or 20 per cent. The insect attacked one area after another, and it was difficult to get a complete picture of the destruction. Some years previously, a government entomologist had introduced a wasp which, it was hoped, would prey upon the larvae of the beetle.

64. Mr. LOOMES (Australia) said he had noted from page 72 of the annual report that the production of rubber had practically ceased owing to a sharp drop in world prices, and asked whether it would be possible to increase productivity or take steps to encourage production.

65. Mr. EDMONDS (Special representative for Western Samoa) said that at the present time copra, and, even more, cocoa, yielded larger profits. That explained the decline in the production of rubber. However, the trees had not been felled and production could be resumed as soon as conditions were more favourable.

66. Mr. LOOMES (Australia) asked about the prospects for the cattle industry.

67. Mr. EDMONDS (Special representative for Western Samoa) said that two Samoans had recently taken up cattle raising, and it was hoped to interest local co-operatives in that branch of activity, but the main herds of cattle were still owned by the New Zealand Reparation Estates.

68. Mr. LOOMES (Australia) asked what was the reason for the maintenance of price controls, and wished to know whether the controls were only temporary.

69. Mr. EDMONDS (Special representative for Western Samoa) said the controls were among those war-time measures which tended to continue indefinitely. However, following a request by the Legislative Assembly for an investigation, the Executive Council had decided to confine price controls to some two dozen products and services regarded as essential.

70. Mr. LOOMES (Australia) asked whether an attempt had been made to grow pepper.

71. Mr. EDMONDS (Special representative for Western Samoa) said that, in co-operation with the New Zealand Reparation Estates, the Administration had recently imported several pepper plants and seed from the Fiji Islands, but it was still too early to assess the results.

72. Mr. QUIROS (El Salvador), noting that the cultivation of coffee was still at the experimental stage, asked for information about the results already obtained and the prospects for that crop in the future.

73. Mr. EDMONDS (Special representative for Western Samoa) said that coffee could become one of the Territory's most important crops. Before the Second World War, a German planter had imported plants from Liberia, and since then he had tried to cultivate robusta as well as Arabian coffee. The New Zealand Reparation Estates had also planted Liberian coffee trees, and both these and the robusta were giving excellent results.

74. Mr. QUIROS (El Salvador) asked whether the indigenous inhabitants took any interest in growing coffee, and whether the Administration was encouraging them in that direction.

75. Mr. EDMONDS (Special representative for Western Samoa) said he did not think the people had yet begun to produce that crop. However the German planter of whom he had spoken had been settled in the Territory for fifty years, and his wife was Samoan and his children half-Samoan. Other planters in the same position were planning to follow his example. Lastly, the New Zealand Reparation Estates were in process of being transferred to the Samoan Government and could not be regarded as a foreign concern.

76. Mr. OBEREMKO (Union of Soviet Socialist Republics) requested information about the time and form of the transfer of the New Zealand Reparation Estates.

77. Mr. EDMONDS (Special representative for Western Samoa) said that the Prime Minister of New Zealand had proposed, in the statement he had made on 19 March 1953 (T/1079, annex I), the establish-

ment of a national undertaking to be called Western Samoa Trust Estates, which would take over the ownership and control of the land and property of the New Zealand Reparation Estates. The undertaking would be conducted by Samoans and by a representative of the New Zealand Government, who would be withdrawn when the Territory attained self-government. The concurrence of that representative would be required, so long as he continued to hold office, for any act undertaken by the Estates. The profits of the undertaking would be used to finance projects for the Territory's economic and social development. Lastly, present lessees of New Zealand Reparation Estates land would, under certain conditions, be given twenty-five-year leases with the right of renewal for one further twenty-five-year term.

78. The Executive Council had given favourable consideration to the suggestions made by the Prime Minister of New Zealand, but had not yet reached a final decision. The Administration had approved the idea of an advisory committee to advise the general manager of the national undertaking. While the composition of the committee had not yet been decided, it would include a majority of Samoans and probably also the Director of Agriculture. No time had yet been set for the transfer. When it would take place would

largely depend upon the conclusions reached by the Executive Council on the question how the handing-over should be effected.

79. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked what was the total income of the New Zealand Reparation Estates and how it was used.

80. Mr. EDMONDS (Special representative for Western Samoa) said that the undertaking's profits had been £59,000 in 1951, £86,000 in 1952 and £83,000 in 1953. Up to December 1952, the funds expended from the undertaking's accumulated profits had amounted to £290,000. The money had been used to finance projects for the Territory's advancement. In 1953, the sum expended for that purpose had been about £34,000.

81. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked what was done with the unused part of the undertaking's income.

82. Mr. EDMONDS (Special representative for Western Samoa) said the profits accumulated and to some extent represented a capital reserve at the Samoan Government's disposal. When the national undertaking was transferred, the balance of the unused funds would itself be transferred to the local authorities.

The meeting rose at 6 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Wednesday, 30 June 1954,
at 2.25 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, 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, United Nations Educational, Scientific and Cultural Organization, World Health Organization.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

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

1. Mr. EDMONDS (Special representative for Western Samoa), amplifying his reply at the previous meeting to the Soviet Union representative's question concerning the New Zealand Reparation Estates, said that, according to the annual report of the Department of Island Territories, the total profits of the Estates up to March 1953 had been some £700,000, as against total expenditure of £500,000, leaving a balance of accumulated profits of about £200,000. He also drew attention to the New Zealand Prime Minister's statement of 19 March 1953 (T/1079, annex I) that the New Zealand Consolidated Fund had in no way benefited from the activity of the Estates since their acquisition by New Zealand after the First World War.
2. In reply to a further question by Mr. OBEREMKO (Union of Soviet Socialist Republics) concerning copra prices outside the Trust Territory, Mr. EDMONDS (Special representative for Western Samoa) said that the comparable Straits price in January 1953 had been approximately £80 per ton; later in the year it had fallen to £58 a ton but by January 1954 had risen again to £78 a ton. The price paid by the United Kingdom Ministry of Food had risen accordingly. There had been no great fluctuations in price since that time.
3. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to the figures on page 59 of the

annual report,¹ asked why a large part of the Territory's accumulated cash surplus at the end of 1953 had been invested in New Zealand and not in the Territory.

4. Mr. EDMONDS (Special representative for Western Samoa) said that the Legislative Assembly had felt that the reserves invested in New Zealand should be left there because the Territory's present prosperity depended on the temporarily high prices of export crops. It was hoped however to encourage the investment of surplus funds in the Territory, possibly in some form of bonds and debentures issued by the Territorial Government. Meanwhile, the surplus invested in New Zealand inscribed stock had been transferred to a later loan floated by the New Zealand Government, with a higher rate of interest.

5. In reply to a further question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. EDMONDS (Special representative for Western Samoa) said that he believed the Territorial Government had paid about 5s. an acre for the land purchased from the Reparation Estates in 1952. The land purchased was mainly in Savai'i and had not yet been distributed because the Land and Survey and Agriculture Departments were still making surveys to decide how best it could be divided and used.

6. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked for an explanation of the alienation of land during 1953, described in part B of appendix VIII of the report.

7. Mr. EDMONDS (Special representative for Western Samoa) said that all the land concerned was "European land", that was, land not held by Samoan traditional title. The 2½ acres had been alienated to private persons or firms setting up trading stations in the Territory. The area of 942¾ leased to private planters and firms was divided among 46 lessees, most of whom were probably Samoans or part Samoans, with some Chinese.

8. In reply to a question by Mr. S. S. LIU (China), Mr. EDMONDS (Special representative for Western Samoa) said that the report of the departmental committee which had been investigating the question of the British preferential tariff had been submitted to the Legislative Assembly but had not yet been discussed.

9. The PRESIDENT invited members of the Council to ask questions concerning social advancement in the Territory.

10. Mr. RYCKMANS (Belgium) noted from the annual report that the Territory possessed no public library—a deficiency which, he thought, should be made good.

11. The Administering Authority had stated in its report that no compulsory labour existed in the Territory for public works or any other purpose. He wondered whether the work undertaken by family and

¹ See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953, Department of Island Territories, Wellington, 1954.

village groups, such as the maintenance of roads, water supplies and buildings, did not fall within that category of labour.

12. Mr. EDMONDS (Special representative for Western Samoa) said that although such work was unpaid, it was not compulsory: the *matais*, meeting with the Director of Public Works, decided what jobs required to be done and each *matai* engaged his family for a portion of the work. No member of a family was compelled to assist; he was subject only to the social pressure inherent in the *matai* system.

13. Mr. RYCKMANS (Belgium) agreed that it was probably simpler to organize the work co-operatively than through a system of taxation and remuneration, but felt that the method did not entirely escape the taint of compulsion.

14. He commended the scheme for training semi-skilled workers which was being operated by the Public Works Department, but deplored the lack of an apprenticeship system and of trade schools in the Territory. Technical training in a community like Western Samoa was as important as normal secondary-school education.

15. Mr. EDMONDS (Special representative for Western Samoa) said that a special advisory committee had recently been set up to advise the Territorial Government on technical training and a manual training instructor had been appointed to Samoa College. Although it had been hoped to solve the problem regionally by setting up trades training centres for the South Pacific, it now seemed wiser to proceed on a local basis.

16. In reply to a further question by Mr. RYCKMANS (Belgium), Mr. EDMONDS (Special representative for Western Samoa) said that the Territorial Government was well aware of the need for a market in Apia, and hoped that a large garage building would become available for the purpose during the coming year. There were, however, competing claims for the use of the building.

17. Mr. MAX (France), noting that in Western Samoa women were entitled to hold any public office and exercise any public function on equal terms with men, asked whether in fact any Samoan women held high office or practised any liberal profession.

18. Mr. EDMONDS (Special representative for Western Samoa) said that there was one qualified woman lawyer. There were also one or two women *matais* in Western Samoa. Many high clerical positions in the Public Service Commissioner's office were held by women and there were many Samoan women nurses and teachers.

19. Most of the women scholarship-holders who had returned to Samoa had become teachers. An exceptionally gifted woman, part Samoan part Chinese, had made possible the establishment of an infant clinic under the supervision of the Director of Health. There were as yet no women members of the Legislative Assembly but there was no reason why there should be none.

20. In reply to questions by Sir Alan BURNS (United Kingdom), Mr. EDMONDS (Special representative for Western Samoa) said that there was a chronic shortage of trained men in all the trades in which the Public Works Department was interested: motor mechanics, carpenters, plumbers and so on. The reason was that as soon as men became skilled they tended to go to New Zealand where they could obtain higher wages. An increase in technical training in Samoa would of course help to relieve the situation.

21. The report on labour conditions by an official of the New Zealand Department of Labour and Employment had been examined by the Legislative Assembly at its March session and it had been agreed that the Attorney-General should draw up a draft ordinance based on the author's suggestions which, after approval by the Executive Council, would be submitted to the Legislative Assembly probably in August.

22. In principle Samoan medical practitioners were recalled to a hospital every two years, for a refresher course, but much depended on personal and geographical factors. It was hoped that with the establishment of Samoa College, it would be possible to send Samoans with a higher standard of education to the Central Medical School in Fiji to qualify as assistant medical officers, a considerably higher qualification than that of medical practitioner. The Medical School itself was to be improved and enlarged. It was expected, therefore, that within two or three years Samoan assistant medical officers would be returning to work in the Territory.

23. Replying to a series of questions by Mr. JAIPAL (India) concerning the *matai* system, Mr. EDMONDS (Special representative for Western Samoa) pointed out that, while there had been some subdivision of family groups and greater dispersal of families within the Territory, population increase had not appreciably altered the basic social structure. The proportion of *matais* to the population was 1 in 20. Better roads had increased the solidarity of family groups, which could come together more easily. The ancient rift between the *Tunua* and the *Pule* family groups, while it still subsisted to some extent, was effectively held in check by the two *fautua*. Samoans travelled freely to all parts of the islands and a considerable internal tourist trade had been built up. Social pressure, usually by the chiefs in the majority in a certain village, was sometimes exercised against individuals with different religious beliefs. In some cases persons cultivating land refused to pay their proper respect to the *matai*. If they were put off the land as a result, they could bring the case before the Land and Titles Court, which had been instituted to protect individual rights. Such instances of social pressure were rare, however.

24. While there was some Samoan emigration to New Zealand, it was not on a large scale. Some Samoans went to New Zealand as tourists, others to visit relatives and still others — particularly craftsmen — to secure higher-paid jobs than they could get in the Territory. In order to check what appeared to be a drift of the population from Savai'i to Upolu, the Administration had been concentrating its efforts on improving communications and transportation in Savai'i and on extending education facilities. That policy had proved effective in attracting numerous families from the outlying districts of Upolu to the Apia area.

25. A Registrar of Co-operatives had been appointed, and the Samoans did not appear to regard the co-operative movement as being in conflict with their traditional form of society. Community development, which existed to some extent in the Territory, was also being fostered by the Administration. Samoan communities would eventually be permitted to open up lands recently acquired from the New Zealand Reparation Estates; a first step in that direction had already been taken for the benefit of an overcrowded village in the Apia area.

26. Mr. ROBBINS (United States of America) emphasized that the Samoans were an articulate people. They deliberated among themselves and then spoke

through their orators. That articulateness had been demonstrated at the two South Pacific Conferences of peoples of the Pacific islands, at the second of which a Samoan, after having expressed appreciation for help and guidance, had asked that his people should be allowed to decide for themselves what assistance they wished from the outside and what changes they wished to make in their mode of life. He believed that his people, owing to their remoteness, had been able to retain certain values which had been lost sight of elsewhere in the world. South Pacific peoples could make a contribution to the work by maintaining and guarding those values.

27. In reply to questions by Mr. ROBBINS (United States of America) Mr. EDMONDS (Special representative for Western Samoa) explained that the chief difficulty in providing reading material was the lack of a Samoan dictionary and grammar. A lecturer had now been seconded from the School of Oriental and African Studies of London University to compile a Samoan dictionary. Apart from the Samoan Bible, some government papers in Samoan and Samoan school journals, there was little reading material in the Territory in the indigenous language. On the other hand, the Samoan culture was a spoken culture, and was not likely to require expression through writing until a considerable proportion of the people had been taught to read through the school system. The Administration would then be glad to draw on the assistance of the Literacy Bureau of the South Pacific Commission.

28. The three persons from Samoa studying in New Zealand to become qualified doctors had all been born in the Territory and were considered Samoans. Unfortunately, it had not yet been possible to replace the tuberculosis specialist in the Territory, but it was hoped to secure a person trained in the New Zealand and British form of medical practice within a short time.

29. Although temporary relief from water shortage caused by drought was being provided for the population at the western end of Savai'i, complete water-supply systems would have to be delayed until completion of a comprehensive ground and aerial survey. The new hydroelectric dam in Upolu would provide a certain amount of water in that area.

30. Mr. TARAZI (Syria) asked what the Administering Authority proposed to do about the European community in Western Samoa.

31. Mr. EDMONDS (Special representative for Western Samoa) replied that it was the declared policy of the Administering Authority to effect the fusion of the European and Samoan communities; it had accordingly recommended a common status in Samoa to the Working Committee on the Development Plan. The Committee, however, wished to go more thoroughly into the existing differentiations between the two categories of the Samoan population. Obviously, no solution could be foisted on the islanders.

32. In reply to a further question by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) said the three fundamental rights to which Mr. Tarazi had referred, namely, the right to work and form labour unions, the rights to free, compulsory education and to freedom from slavery, would all be discussed by the Legislative Assembly or its competent organs, and the Samoan people themselves would thus decide the practical applicability of those rights to the form of society they wished to retain. The report on labour legislation prepared by Mr. Duncan, an official of the New Zealand Department of Labour and

Employment, and the draft labour ordinance being prepared would come before the Assembly in August, and its reactions would be reported to the Trusteeship Council. The report on education prepared by Dr. Beeby, Director of Education in New Zealand, which advocated free and compulsory elementary schooling, would also be considered by an organ of the Assembly. The Administering Authority hoped that it would prove practical gradually to introduce such a system in the Territory. Finally, the Legislative Assembly, in discussing labour legislation, would certainly consider the impact of such laws on the traditional social structure. Slavery, however, was illegal in Western Samoa, and where custom imposed some form of pressure or coercion, the individual concerned could take their case to the court, where the principles of British common law prevailed over Samoan custom when individual freedom was threatened.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

33. Mr. TARAZI (Syria) said that he was concerned at the little information on world events and world opinion that seemed to be reaching the people of Western Samoa. He wondered whether the Administering Authority had considered encouraging the development of the Press in the Territory, possibly by the establishment of educative periodicals.

34. Mr. EDMONDS (Special representative for Western Samoa) replied that the budget estimates for the current year contained a sum of several thousand pounds which the Government of Western Samoa hoped to spend on a modern duplicating machine. It would then be able to produce its own newspaper in Samoan and English, with items of overseas as well as local news. A suitable machine had been found but the purchase had been temporarily delayed, pending investigation of the possibility of reproducing photographic blocks on it.

35. In reply to a number of questions by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) explained that the Territorial Government had almost complete autonomy on immigration policy. The Samoans felt that in a few years they would need every inch of land for themselves and that it would be inadvisable to introduce large numbers of immigrants into the Territory. Every application to enter Samoa was considered on its merits in the Executive Council or by an official acting on a policy laid down by the Executive Council. Persons who were Samoans or part-Samoans or married to Samoans or part-Samoans were felt to have the first claim. An immigration policy along those lines could be said to have been built out of case histories but it had never been laid down in writing by the Executive Council.

36. Like the Syrian representative, he had at first been surprised that the Administering Authority countenanced the continued existence of "customary" marriages. Many leading Samoans deplored the fact that they still existed but they all felt that it would be very harmful to Samoan society, at its present stage of development, to try to stop them. In law, registered marriages were recognized as legal. In the case of customary marriages, the marriage itself was not formally recognized but the children of such unions were regarded as legitimate for the purposes of law. If the Territorial Government refused such recognition on moral grounds, the Samoan people would be most disturbed, because in their eyes the customary marriages were real marriages as long as they fulfilled certain principles, that was to say, as long as the persons concerned lived

together publicly and with the consent of both parties. If and when they separated, there was no hardship to either party; under the Samoan system of society any individual always had a home to return to and any children were very well looked after by relatives. There was evidence however, that an increasing number of Samoans were being married in registered ceremonies.

37. The Administering Authority felt that some labour legislation was probably desirable but was not sure exactly how much was practicable. The Legislative Assembly would have an opportunity to consider the subject thoroughly and come to a decision on that issue when it studied Mr. Duncan's report on labour conditions and the draft ordinance. In a Territory such as Samoa, which was not organized on the lines of a cash economy, certain administrative difficulties might arise in implementing labour laws. The Territorial Government needed the expert comments of the Legislative Assembly on that point.

38. The labourers who worked for 8s. 6d. were mostly casual labourers. Many of them received more than 8s. 6d. and most of them were not completely dependent on wages for their livelihood. Those who worked on plantations, for example, were fed by the plantation owners. Most people worked for only part of the time, when ships called at the port, for example, or when they wanted money for a particular purpose. The rest of the time, they worked on their own plantations. The average Samoan labourer spent his money on bread, cloth and such things as tinned meat or tinned fish. His diet was greatly augmented by his own home-grown foodstuffs, such as taro, bananas, chickens and various types of seafood.

39. As far as he was aware, there had never been any malaria in Western Samoa or American Samoa. The malaria mosquito was unknown in the Territory and the Administration was taking every care to perpetuate that happy state of affairs.

40. In reply to questions by Mr. LOOMES (Australia), Mr. EDMONDS (Special representative for Western Samoa) said that the Administration hoped to continue the policy of employing Samoan dental practitioners until there was a supply of Samoans sufficiently educated and interested to go to a New Zealand university and become fully qualified dentists. Two or three Samoans were training in Fiji to be dental practitioners. For a long time there had been no fully qualified dentist in Western Samoa. Fortunately, however, there was now a very able and energetic New Zealand dentist; he apparently spent a great deal of time instructing the Samoan dental practitioners, whose work had greatly improved since his arrival.

41. Since the beginning of the year a chief sanitary inspector had been appointed, one of whose duties was to supervise the inspection of food, a field in which he had been particularly active. He tested the Apia milk supply twice a week and made every effort to visit the outside villages and see the conditions under which food was kept and prepared there. He was training a staff of Samoans to take over that sort of work. It was also hoped to train Samoans as fully qualified food inspectors. In addition, for many years, a part-Samoan had been working on food inspection, mainly the cattle killed. One of the senior officers of the New Zealand Agriculture Department had recently visited Western Samoa and had stated that the part-Samoan in question, although not academically qualified for his position, was as competent an inspector as any in New Zealand. There had been no outbreaks of food poisoning. The inspection was inadequate mainly from the point

of view of abstract medical perfection. Improvements could be expected.

42. In reply to a question by Mr. QUIROS (El Salvador), Mr. EDMONDS (Special representative for Western Samoa) explained that a customary marriage could be terminated by the husband as well as by the wife. Normally such termination was brought about without conflict, and the parties agreed on the custody of the children. The family unit in Samoa comprised a wider group than that of parents and children, and a child even of a successful marriage was often adopted by its grandparents.

43. Mr. QUIROS (El Salvador) asked why, despite the shortage of skilled workers in the Territory and the prohibition of the recruitment of workers for employment outside it, some skilled workers left the Territory to work in New Zealand.

44. Mr. EDMONDS (Special representative for Western Samoa) replied that skilled workers went to New Zealand to gain experience and earn wages which Samoa could not offer, and to see the country. In recent cases some workers had trained in New Zealand as motor mechanics and had returned to Western Samoa and opened garages.

45. In reply to a question by Mr. QUIROS (El Salvador), Mr. EDMONDS (Special representative for Western Samoa) said that no inhabitant of the Territory was denied medical or dental treatment on the grounds of inability or refusal to pay the hospital charges for food and accommodation. Those charges amounted together to 6s. a day. No means test was applied to patients. The population enjoyed complete medical security without payment of a corresponding tax.

46. In reply to questions by Mr. S. S. LIU (China), Mr. EDMONDS (Special representative for Western Samoa) said that the select committee appointed to study the proposal for the establishment of a permanent arbitration board to decide wage claims and disputes had recommended to the Legislative Assembly action on the lines of the report prepared in 1953 by Mr. Duncan, an official of the New Zealand Department of Labour and Employment. The report would be debated by the Assembly and draft legislation based on it and providing for arbitration boards would be laid before the Assembly at its next session.

47. Mr. Duncan had suggested that the Government should encourage the voluntary adoption of some form of workmen's compensation, but had considered existing labour statistics an inadequate guide as to the form or rates of such compensation. Mr. Duncan had recommended the appointment of a labour officer to collect and analyse statistics on industrial accidents as the basis for a workmen's compensation ordinance, but had doubted whether even such statistics would provide sufficient information for the purpose.

48. The Administering Authority contemplated issuing the Liquor Commission's report on the liquor trade as a White Paper so that all concerned might study it before action was taken on the Commission's recommendations. After debating the report, the Legislative Assembly had approved the constitution of a liquor authority to operate a system of individual permits to deal in liquor; the extension of the court's jurisdiction to cover those permits in appropriate circumstances; and the retention by the Government of control over liquor import and sale. The Assembly had requested the enactment of the necessary legislation in New Zealand.

49. Mr. S. S. LIU (China) expressed the hope that the next report of the Administering Authority would

include information on the action taken with regard to establishing an arbitration board.

50. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether, in the light of the 1951 census, the special representative could now describe the standard of living, income and expenditure of the average Samoan family.

51. Mr. EDMONDS (Special representative for Western Samoa) replied that the 1951 census and other available statistics did not contain an answer to that question. Economists were in general agreement that subsistence economies could not be expressed in terms of standard of living. Furthermore, the Samoan family unit was large and ill-defined, and he had little hope that adequate statistics could be prepared. The health, capacity for enjoyment, happy disposition and very high rate of increase of the Samoans, however, bespoke a standard of living which, from those points of view, was among the highest in the world.

52. In reply to a question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. EDMONDS (Special representative for Western Samoa) explained that most offences against property were of such a nature as stealing taro from someone else's plantation. The Samoan conception of private property was less developed than in European communities, but today persons robbed tended increasingly to prosecute the offender. Most such petty thefts were committed by young people, and in some cases by children. Other offences against property included the childish prank of throwing stones at cars.

53. The police offences were mainly traffic violations; the statistics of those offences had risen owing to a more stringent application of the traffic laws. Breaches of the by-laws were of a trivial nature. Very few serious offences had been committed during the year. Most of the so-called criminals were young people, and the favourite penalty at the High Court of Apia was a fine of 5s.

54. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked when, in view of the difficulties of access to the Apia general hospital by patients from outlying districts, to which the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had drawn attention, the Administering Authority planned to set up a hospital in each district. He also wished to know the mortality and infant mortality rate among the European population of Western Samoa.

55. Mr. EDMONDS (Special representative for Western Samoa) replied that the large central hospital at Apia had become overcrowded and was being enlarged. The thirteen dispensaries or cottage hospitals in other districts were usually staffed by Samoan medical practitioners and nurses, who treated minor ailments. The Director of Health regarded the establishment of a large hospital in each district as uneconomic, and had not been notified of any case in which lack of access to the Apia hospital had caused a serious case to be neglected.

56. The Samoan medical practitioners in the outlying districts were efficient but unsuited for major surgical work. Such districts were visited by a mobile clinic, but he understood that the main effort would be devoted to building up the dispensaries, one of which had recently been built at Sava'i, as full-scale 24-bed hospitals to treat minor ailments and also cases en route to the Apia hospital. The best method of using the available highly

qualified practitioners was to concentrate them where they had access to the best equipment, namely at Apia.

57. The infant death rate among the Europeans was too small to be analysed; the total European death rate for the year had been 3 per 1,000, which probably meant some 12 or 14 deaths including not more than one or two children under 1-year-old. There had been no still births, and 184 live births.

58. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Administering Authority contemplated action to remedy the absence of a public library and a bookshop in the Territory, to which the New Zealand Director of Education had drawn attention in his report.

59. Mr. EDMONDS (Special representative for Western Samoa) said that one leading Samoan personality had repeatedly raised the question of a public library in the competent advisory organs. The matter was still under discussion, and the report of the Director of Education would doubtless have a great influence on the decision reached. It was certainly desirable to provide a library, and a considerable collection of books had been built up at the central office library, available free to the public. The response was poor; comparatively few Samoans appeared to be interested in reading as yet; but the provision of a library might accelerate the increase in interest in reading which time would certainly bring.

60. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out, with reference to the question of priorities, that at the end of the year there had been a total accumulated cash surplus of £626,540, much of which was invested in New Zealand Government stock. Some of that surplus could be spent on building a public library and a bookshop. The reference to any lack of interest in reading among Samoans was invalid since there were no facilities in the Territory for buying or borrowing books.

61. Mr. EDMONDS (Special representative for Western Samoa) said that the need to devote resources to other projects might explain why Samoan leaders in the Executive Council had never requested a grant from the New Zealand Reparation Estates to build a library. Such a request, if made, would receive the Administering Authority's earnest attention. It was possible to buy books in the Territory, but the type of book sold was of little cultural value.

62. The PRESIDENT invited the members of the Council to consider educational advancement in the Territory.

63. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) introduced UNESCO's observations on the annual report on Western Samoa for 1953 (T/1126).

64. UNESCO had recently received a copy of the report on education in Western Samoa prepared by Dr. Beeby, Director of Education in New Zealand. He was aware that neither the Legislative Assembly nor the New Zealand Government had yet taken any decision on that report, but he wished to express UNESCO's appreciation of the recommendations contained in it.

65. If the Administering Authority adopted the recommendation that an ordinance should be promulgated making education compulsory for all children between 7 and 13, it would be complying with one of the main recommendations of the Regional Conference on Free and Compulsory Education in South-East Asia and

the Pacific. In its observations in 1953 (T/1062), UNESCO had recommended that education should be compulsory for all children between the ages of 6 and 11, or even 6 and 13. The seven-year period suggested in the Beeby report, however, would give the Samoans a very firm basic schooling, and it was sufficiently long to prevent any return to illiteracy, even taking into account the rapid rise in population. Furthermore, children of 6 could be admitted to the schools when buildings permitted. Because of the shortage of buildings, the ordinance would inevitably have to be applied progressively, district by district, but the Administering Authority should bear in mind that in a tropical country, the school buildings were not of such vital importance as in countries where the climate was harsher.

66. If more indigenous teachers were to be trained, as the report recommended, the Teachers Training College must be greatly expanded; the number of pupils in the secondary department of Samoa College should also be increased and the full secondary curriculum should gradually be introduced.

67. UNESCO would have liked to see agricultural courses started in the Territory as soon as possible, but Dr. Beeby apparently felt that for two or three years the teachers at Samoa College would be too busy to undertake any additional work.

68. He welcomed the special representative's statement that the Administering Authority was giving serious consideration to the question of establishing a public library.

69. In conclusion, he expressed UNESCO's hope that the recommendations in the Beeby report would be adopted *in toto*.

70. In reply to questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) said that the idea of compulsory education and its introduction by districts had been discussed in the Territory for several years. There had been some diffidence about whether the Territory could afford to introduce such a system immediately and the Samoan leaders had felt the need of expert advice on the matter. The Samoan people in general were firmly persuaded of the desirability of education. Isolated cases of opposition to the idea of compulsion might be found, but they would probably amount to little if the Legislative Assembly accepted the principle of compulsory education.

71. Apart from the financial factor, progress would also be limited by the shortage of staff. There was a wastage of slightly over one-third of teaching staff in Western Samoa and almost one-third in New Zealand. The Administration therefore found it difficult to obtain staff even from New Zealand. In any event, the Legislative Assembly would undoubtedly receive Dr. Beeby's report favourably and, with his expert advice behind it, the Administration should be able to persuade the Samoan political leaders that Samoa must have compulsory education.

72. Most opposition to the idea of compulsory education would doubtless be based on the argument that it might prevent the children from working in the family plantations or fields. It had been noticeable in many villages in recent years that boys had been working on the plantations instead of going to school. It was significant that there was a higher degree of literacy among girls than among boys. The problem varied from district to district and would have to be solved on a district basis. It was reassuring, however, to note that

the enrolment in government primary schools had increased by 1,600 in 1954. Many of the new enrolments were children who had not previously attended school, although of school age; others were children who had come from villages where there were no schools to live in villages with schools; others, of course, were accounted for by the increase in population.

73. The introduction of compulsory education would not leave the Samoan economy undisturbed. There was bound to be some hardship and possibly misgivings in certain districts, but it was too early to predict exactly how firm the opposition would be.

74. Mr. JAIPAL (India) suggested that the Administration might be able to overcome the difficulty either by building schools in the villages where there were none or by making it possible for the children to attend classes for part of the day and work for the remainder.

75. He asked the special representative how the Administering Authority reconciled the decline in the number of schools shown in the UNESCO observations with the 1953 Visiting Mission's finding that more schools were necessary.

76. Mr. EDMONDS (Special representative for Western Samoa) explained that the decline in the number of government schools was due to the amalgamation of various schools in areas where the population was not large and where it was considered that greater efficiency would be obtained by concentrating the available staff in a single school. He had no information on the decrease in the number of mission schools but would make inquiries on that point. Two new schools had already been opened in 1954 and a third would be shortly.

77. In reply to further questions by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) admitted that in many mission schools there was a very large number of pupils per teacher. Even in government schools, there were many classes with 50 to 90 children. Such classes were far too large for efficient teaching but they were inevitable in view of the shortage of staff. The Government's policy, as an interim measure, was to admit groups of 30 students to the Training College and to give them a concentrated course on infant teaching. It was hoped that 90 teachers could be given such a course in 1954. As they became available, other teachers could be promoted to the older classes. If possible, the Training College would be expanded.

78. A district school was being built in one of the most populous parts of Upolu and a village school in Savai'i. As far as he was aware, no other new school buildings were planned for 1954. It was useless to build schools when the teachers were not available.

79. In reply to a further question by Mr. JAIPAL (India), Mr. EDMONDS (Special representative for Western Samoa) explained that in the old days there had been no examination for teachers and no certificates had been given. It would be a mistake for the Council to consider uncertificated teachers as necessarily inferior teachers. Many of them were the senior teachers in the schools; the chief inspector, indeed, was an uncertificated teacher, an excellent teacher and a very good inspector. Some of the younger uncertificated teachers were endeavouring to obtain certificates. In considering promotion, the teachers were judged on their ability regardless of whether or not they were certificated.

The meeting rose at 6.10 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Thursday, 1 July 1954,
at 2 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

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

1. Mr. EDMONDS (Special representative for Western Samoa), referring to the table in the section entitled "Organization" of the observations of UNESCO on the annual report of the Administering Authority for 1953 (T/1126), explained that the drop in the number of mission schools was probably due to the fact that several of them had been amalgamated. He also drew attention to a mistake in the table in the section entitled "Policy and administration", in the same document: the funds from New Zealand for the year 1953 amounted to £28,470 and not to £37,200. With regard to the final paragraph of the document, most of the pupils attending the pastor schools were children; as far as he was aware, adult education was provided by those schools. He explained that the reduction in the number of government schools during the year had been due to reorganization and amalgamation.

2. Mr. RYCKMANS (Belgium) was gratified to hear of the opening of Samoa College, which was an important step in the educational advancement of the Terri-

tory. He wondered whether the Administering Authority had assumed the entire cost of building the College.

3. Mr. EDMONDS (Special representative for Western Samoa) replied that the Administering Authority had originally made a grant of £88,000 to build Samoa College. Owing to rising prices, the estimate of the total cost of the College had since increased by some £50,000, which would be met by the Administering Authority. Of the figure of £28,470 already mentioned as granted in 1953, £15,000 had been spent in 1953 on the building of the College.

4. Mr. MAX (France) asked whether the mission schools were subsidized.

5. Mr. EDMONDS (Special representative for Western Samoa) replied that no direct grants were made to mission schools. Some missions believed that such grants would not be desirable. They received assistance, however, in other ways; for example, mission school teachers could take training and three-week refresher courses at the Teachers Training College, during which they had no expenses to pay. Lastly, the missions received exemption from duty on materials and equipment used for building and equipping their schools.

6. Mr. MAX (France) felt that the mission schools ought to be given direct financial assistance in view of the important part they played in Western Samoa, as in most parts of Oceania.

7. He also considered that it was desirable both for scientific purposes and in order to preserve the Samoan cultural heritage to propagate Samoan folklore in written form. Such work would now be possible, as a dictionary and grammar of the Samoan language had been prepared. Samoans would also be much more interested in reading if books recalling their own traditions were available.

8. Mr. EDMONDS (Special representative for Western Samoa) replied that the Administering Authority intended to expedite such work, and explained the current position.

9. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked what the percentage of children who received no education was in relation to the total number of children of school age. In view of the normal population growth, that percentage seemed likely to increase from year to year.

10. Mr. EDMONDS (Special representative for Western Samoa) replied that it seemed that about 12 per cent of children aged from 6 to 14 did not attend school. As the number of pupils increased each year, the main problem confronting the Territorial Government was the training of a continuously increasing number of teachers. The school rolls, particularly those of mission schools, were not always accurate or up to date; hence the figures in various documents for the number of children attending educational establishments contained a wide margin of error. At the beginning of the current year, 1,600 new pupils had been admitted to government schools. That figure, which more than

compensated for the normal annual increase in population, showed that the percentage of children of school age attending school had increased. The Administering Authority hoped that the organization of concentrated training courses for teachers would make it possible to solve the problem of the increase in the number of pupils. He would try to get more accurate figures concerning present primary school enrolments.

11. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Administering Authority intended to supervise the mission schools and eventually to assume full responsibility for education in the Territory.

12. Mr. EDMONDS (Special representative for Western Samoa) said that there was an increasing amount of supervision of the mission schools. Some of them found it difficult to obtain trained staff, and mission school teachers were therefore given the opportunity of taking refresher courses at the Teachers Training College established by the Government. Since 1953 persons at the stage of Form II could sit an examination for the primary school leaving certificate, which was required for entrance to Samoa College. The missions had displayed great interest in that certificate and it was thus probable that the mission school curricula would be changed to meet its requirements. Relations between the mission schools and the Director of Education and his staff were excellent.

13. The USSR representative's second point brought up a matter which would have to be settled by the Territorial Government, which was largely a Samoan Government, rather than by the Administering Authority. The future of the mission schools would depend largely on the beliefs and ideas of the Samoan leaders. The mission schools were likely to have an important part to play in education for some time to come. The education they gave was generally excellent. The best shorthand and typing school in the Territory was conducted by the Catholic Mission at Apia. To judge by the deliberations of the Council of the Territory, the Government did not intend to assume full responsibility for education in the Territory, because, in particular, it had neither the necessary financial resources nor trained staff.

14. Mr. OBEREMKO (Union of Soviet Socialist Republics) stressed that the educational situation was unsatisfactory and asked whether the Administering Authority had taken positive steps to develop the facilities available in the Territory for training new teachers.

15. Mr. EDMONDS (Special representative for Western Samoa) replied that the Administration had already decided to extend the Teachers Training College. The only question still to be settled was whether the project would be financed by the Territorial Government or whether an application for a special grant would be submitted to the Administering Authority.

16. Sir Alan BURNS (United Kingdom) was pleased to note that the senior officers of the Education Department were conducting refresher courses for the teachers in their districts and requested some information about the education which those officers, many of whom were Samoans, had received.

17. Mr. EDMONDS (Special representative for Western Samoa) replied that most of the Samoan inspectors had been trained in the Territory but had all been in New Zealand for periods and considered that such secondments to New Zealand had been ex-

remely useful. The Administering Authority intended to continue that policy, which had produced excellent results.

18. Sir Alan BURNS (United Kingdom), speaking on the basis of his personal experience in the Gold Coast, said that Dr. Beeby, Director of Education in New Zealand, had rightly stressed in his report the need for developing district primary schools so as to leave Samoa College free to concentrate on secondary education. The special representative had announced that four of the eight new district schools which the Department of Education was planning to establish were already open. That was excellent news. According to the annual report,¹ the Administration intended to staff those schools entirely with Samoan teachers, while Dr. Beeby recommended that they should be in charge of New Zealand head-teachers in accordance with the system that had been so successfully applied in Maori schools in New Zealand. He asked which of those aims was likely to be adopted.

19. Mr. EDMONDS (Special representative for Western Samoa) replied that the aims with regard to Samoa College and the district schools were really complementary. He personally was convinced that Dr. Beeby's suggestion would be quite acceptable to most Samoans, who, as they regarded knowledge of English as an essential part of their education, would be pleased if New Zealand teachers ran the district primary schools and conducted the English courses.

20. It was the intention of the education authorities to convert Samoa College into a fully secondary school, but that process would take time. At present, there were 54 secondary pupils and 200 primary pupils at the College. The Administration was actively continuing its district school building programme and hoped to work on two more schools in the current year, at Leulumoega (Upolu) and Moataa, not far from Apia.

21. Mr. TARAZI (Syria) noted that page 151 of the annual report indicated that no distinction was made between the various sections of the population in the matter of school attendance. It appeared, however, from page 148, that there was a combined school for the Samoan and European children living in the Apia area. He asked whether the special representative could explain the apparent contradiction.

22. Mr. EDMONDS (Special representative for Western Samoa) said that it was a question of abolishing the last remaining distinction in the educational field. The fact was that the European community in Apia, which had formerly been numerous and had spoken only English, had had a school at Leififi attended only by European children, while the Samoans had sent their children to the school at Malifa. In 1952, in view of changes in the European community, most of which had gradually come to use the Samoan language, the two schools had been combined and there was now only the Apia primary school, which was open to the children of all inhabitants, whether of European or Samoan status.

23. In reply to other questions by Mr. TARAZI (Syria), Mr. EDMONDS (Special representative for Western Samoa) explained the method whereby pupils given scholarships in New Zealand were selected. The candidates were chosen by examination from among the likeliest pupils in the various schools, then questioned

¹ See *Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953*, Department of Island Territories, Wellington, 1954.

by a selection board consisting, he thought, of the Director of Education, the *Fautua*, the Chairman of the Standing Education Committee of the Assembly, who was a Samoan, and one of the assistant secretaries. The Administering Authority normally accepted the recommendations of the selection board. The scholarship holders pledged themselves to return to the Territory and place their services at the disposal of the Administration. A scholarship holder could, of course, secure release from that pledge in exceptional circumstances, but as a general rule they all entered the public service.

24. Apart from the training courses organized in New Zealand for Samoan civil servants, the scholarships were the only form of aid provided by the Administration for persons desiring to continue their studies abroad. It should not be forgotten, however, that the missions also gave scholarships to their pupils; in addition, a part-Samoan boy was at present in the United States under a scholarship granted him pursuant to General Assembly resolution 557 (VI).

25. In reply to Mr. TARAZI (Syria), who asked for information about the libraries available to schools, Mr. EDMONDS (Special representative for Western Samoa) said that the Department of Education had a library of 5,200 volumes, which it circulated among the schools in turn so that all could derive the maximum benefit therefrom.

26. Mr. ROBBINS (United States of America) recalled that the 1952 report² had referred to a scheme for adult education through the radio, and inquired whether the Administration had taken any action in the matter.

27. Mr. EDMONDS (Special representative for Western Samoa) said that as a result of the report on adult education by Mr. Greenberg, Secretary of the New Zealand Broadcasting Department, the Executive Council had considered the matter in 1953 and had asked the Public Service Commissioner to appoint an officer who would be adult education officer and public relations officer. Since those two functions required different qualifications, the Public Service Commissioner had had some difficulty in finding a qualified candidate and had decided, after consultation with the Administration, to await Dr. Beeby's views on the organization and content of adult education in Western Samoa. The relevant recommendations in Dr. Beeby's report would be studied and no doubt carried into effect. Meanwhile, some educational talks for adults were broadcast by the Apia radio station.

28. Replying to an inquiry from Mr. S. S. LIU (China) as to whether the Administration still intended to send scholarship holders abroad even after Samoa College had been expanded, Mr. EDMONDS (Special representative for Western Samoa) replied that that was the present intention. The Administration would try, however, to increase the number of scholarships for higher education and decrease the number of those for education at lower grades.

29. In reply to a further observation by Mr. S. S. LIU (China), Mr. EDMONDS (Special representative for Western Samoa) pointed out that slightly more than half the pupils attending public primary schools were girls, whereas in the mission schools slightly more than half the pupils were boys.

² See *Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1952*, Department of Island Territories, Wellington, 1953.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

GENERAL DEBATE

30. Sir Alan BURNS (United Kingdom) said the annual report on Western Samoa and the special representative's replies to the questions put to him had confirmed the favourable impression gathered from the visit he had made four years before to the Samoan people, certainly one of the most contented and fortunate people in the world. In Western Samoa, the indigenous community, justly proud of its traditional society, had been able to blend with its own customs the modern technical services and the political methods brought to it by the Administering Authority, which also deserved commendation for its wise and sane solution of the inter-racial problems.

31. Briefly recounting the main events of the year under review, he said that the Council had reason to be gratified at the care with which the Administering Authority was preparing the Territory for self-government. Past experience showed that it was better to put every new political or administrative institution to a practical test before embodying it in a constitutional document. In that connexion, he applauded the establishment of the standing committees of the Legislative Assembly, and also the Administration's intention, announced by the special representative, to appoint elected members of the legislature as chairman of committees, thus taking the first step towards the appointment of a Samoan as speaker.

32. The understanding way in which the Administering Authority carried out its responsibilities was notably apparent in the creation of the Apia Town Planning Committee. The special representative had said that some of the problems to which that Committee would attend should ideally be dealt with by a municipality. The Council should commend that statement. It should not forget, however, that, although by definition the purpose of its activities was to bring about ideal conditions in the Trust Territories, such conditions could not always be attained immediately. While keeping its ultimate ideals before it, the Council must sometimes be content with the most sensible solution of political, economic and social difficulties, having regard to the existing circumstances.

33. Members of the Council realized that self-government for any territory such as Western Samoa, if it was to mean anything at all, required not only a sufficient number of men and women willing and able to take an active part in political life, but also sufficient dedicated and trained persons to staff the public services and the judiciary. The training of the Samoans in political behaviour was possible only inside the Territory; it was difficult to specify what action should be taken, particularly in view of the fact that the Samoans already possessed an extremely effective community system of their own. Training of the future civil servants, however, could be conducted more precisely both in the Territory and in New Zealand, and the United Kingdom delegation noted with satisfaction what had already been accomplished in that respect.

34. The high standard of social services in Western Samoa was illustrated by the results achieved in the campaign against yaws, the treatment of lepers and the fall in the incidence of infant mortality. The development of educational work was another example of the commendable intentions of the Administering Au-

thority and its desire to facilitate the advancement of the Samoan people towards self-government.

35. While the Administering Authority was rightly satisfied that it was discharging its responsibilities under the Charter, it was nevertheless aware of the problems that were still to be overcome, for the Samoans, happy and prosperous though they were, would be faced with important decisions in the near future. The main political task confronting the Administering Authority and the Samoan political leaders would be to prepare, in consultation with the inhabitants of the Territory, a development plan and consider the pace at which the plan should be given effect. The special representative had explained to the Council that the conditions of society in Samoa inevitably affected the consideration of the political arrangements proposed by the Government of New Zealand. The United Kingdom delegation felt that the greatest prudence should be exercised and that nothing should be done to disrupt a society that had so much good in it. Moreover, the Samoans had always shown remarkable adaptability, which could be relied upon in the years to come. Accordingly, his delegation considered that the Council should endorse the arrangements proposed by the Administering Authority for discussion of the development plan by the Samoan people.

36. The special representative had stated that the economic survey of the Territory had not yet been completed. Sir Alan would therefore merely say that his delegation shared the concern felt by the Administering Authority and the members of the Council regarding the fact that the Samoan population was increasing at a greater rate than the food supply. The new Director of Agriculture would have a difficult task and deserved encouragement.

37. However great the problems to be solved, the United Kingdom delegation did not hesitate to place its full confidence in the Administering Authority, which had so far fully merited such confidence.

38. In conclusion, he thanked the special representative for his helpful and courteous replies.

39. Mr. RYCKMANS (Belgium) considered that the Government of New Zealand should be congratulated on the bold spirit it had shown in conceiving the constitutional proposals and on the wisdom with which it was executing them. The Administering Authority had decided to give Samoans the opportunity to understand projects and to discuss them fully, in a manner consonant with local tradition. He had also been struck by the emphasis that the inhabitants placed on the necessity of leaving Samoan customs unchanged to the greatest possible degree where constitutional matters were concerned: the Trusteeship Council would do well to respect that desire.

40. Reviewing briefly his previous remarks on taxation, production, customs duties, labour legislation and the establishment of a public library, he turned to the question of education. The Beby report had been cited in criticism of the organization of public education. It had been pointed out that a number of children did not attend school. It should be borne in mind that the Beby report sought to point out to the Samoans that, in spite of the privileged position of the Territory, much remained to be done. The report was therefore necessarily critical and ambitious. The 1951 census showed that out of a total of 21,500 children from 6 to 14 years of age, 20,607 children regularly attended primary school, without taking into account the pupils attending

pastor schools. It could thus be said that the entire population could read and write. Girls also attended school at least as regularly as boys. Those were results for which the Administering Authority deserved commendation. Referring to the question of Samoa College, he recognized the need to provide, as an annex to the secondary school, primary education facilities for children who would not attain the necessary standards in the existing schools. Primary instruction should be provided in other schools, however, while district schools improved their methods, and Samoa College should provide secondary education only. In that connexion he pointed out that the College had been financed by special grants-in-aid by the metropolitan Government of the Administering Authority.

Mr. Edmonds, special representative of the Administering Authority for the Trust Territory of Western Samoa, withdrew.

General Assembly resolution 789 (VIII): Control and limitation of documentation (T/1120) (continued)

[Agenda item 13]

REPORT OF THE COMMITTEE ON CONTROL AND LIMITATION OF DOCUMENTATION (T/L.477)

41. Mr. SINGH (India), speaking as Chairman of the Committee on Control and Limitation of Documentation, submitted the Committee's report (T/L.477) to the Council, and pointed out that the Committee's conclusions and recommendations had been carefully considered and adopted without opposition.

42. Mr. LOOMES (Australia) congratulated the Committee and its Chairman on the rapid completion of their work and said that he supported the Committee's proposals and observations.

43. He was particularly glad that the Committee had suggested that the delegations should, wherever possible, supply special representatives with copies of questions that they intended to ask. That measure would tend to reduce the number of questions asked.

44. With regard to the observations on the date of the submission of annual reports, his delegation would undertake to follow the Committee's suggestion by submitting documents several months in advance, although their preparation required a great deal of work by the Administering Authorities.

45. Mr. QUIROS (El Salvador) supported the report and congratulated the Committee. He particularly welcomed the statement in the report regarding observations made during the questioning period.

46. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the Committee's report supported the proposals made by the Secretary-General in report T/1120. The USSR delegation did not agree that the drafting committees, in formulating draft conclusions and recommendations, should take into account only formal draft resolutions. His delegation opposed the adoption of such a procedure.

47. According to paragraph 9 of the report, the Committee attached importance to including the individual observations of members in the Council's report to the General Assembly. However, the report went on to propose that the representatives' opinions should be condensed. He pointed out that that was directed mainly against the non-administering members of the Council since the Administering Authorities could, by acting together, block any proposal from being included

in the recommendations of the Council. Consequently, his delegation could not agree to any condensation of the oral observations of the Council members.

48. His delegation also opposed the proposed change in the form of the Trusteeship Council's report to the General Assembly. That report was one of the main documents of the Trusteeship Council. The General Assembly should be given a complete report every year, not every three years. The same was true with respect to the report to the Security Council. All sixty Members of the United Nations should be kept informed of the Council's activities.

49. On the other hand, it was advisable that the questioning period and the general debate should not be rigidly separated. The practice whereby members of the Trusteeship Council could make their observations during the questioning period had been found to be fully justified.

50. The situation with respect to the date of submission of annual reports had not improved. Nor were sufficient copies of the reports available. In view of those circumstances the USSR agreed with the Committee that the Trusteeship Council should draw the attention of the Administering Authorities to the need to comply with rule 72 of the rules of procedure.

51. Mr. RYCKMANS (Belgium) noted that the procedure of submitting written questions prepared in advance had already been tried but without success. Failure was due to the desire to make the questions completely formal. It would be useful, as the Committee suggested, if the delegations advised the special representative informally of the points on which they desired additional information. That procedure would save time.

52. With regard to the drafting of conclusions and recommendations, he agreed with the USSR representative that not all the observations to be included in the report should necessarily be in the form of draft resolutions. The delegations themselves could distinguish between the observations which they wished to submit to the Administering Authorities and those that they wished to incorporate in formal recommendations to the Council. When preparing the drafting committees' work, the Secretariat could easily bear that distinction in mind, and the Council's work would be made much easier.

53. With regard to individual statements by members of the Council, a proposal made by a representative could of course properly be recorded in the Council's report even if that body had not accepted it, as the USSR representative wished. It was not necessary, however, to record all the statements made during the consideration of the annual reports, and, if the Secretariat confined itself to referring to those submitted by representatives in writing or even orally but not adopted, the Council's report would be much shorter and more readable and at the same time embody what was essential.

54. He agreed with the Committee's views with regard to the other proposals.

55. Mr. SINGH (India), speaking as the Chairman of the Committee on Control and Limitation of Documentation, said that the Committee had asked that the annual reports should be submitted well in advance only because of recent delays in their submission and in order to limit documentation.

56. With regard to proposals by representatives, the Committee had merely asked that the conclusions and recommendations for incorporation in the Council's

report should be indicated clearly in order to avoid omissions. It was only to help members that the suggestion had been made that their conclusions and recommendations should be presented formally. Paragraph 7 of the report, dealing with that point, was merely to ensure that the drafting committee's report recorded all recommendations and conclusions that members wished incorporated in it.

57. As to giving observations made during meetings in a summary form, the members concerned would undoubtedly be happy to see that done.

58. Finally, with regard to the report to the General Assembly, it would be for the Assembly itself to decide on the Committee's recommendation. To reproduce the same information year after year was no mark of efficiency; if such repetition was discontinued, fresh facts would be highlighted.

59. Mr. ASHA (Syria) entirely agreed with the Chairman of the Committee. The drafting committee's work would be speeded if representatives made specific proposals, as had been done in the Drafting Committee on Somaliland.

60. Mr. RYCKMANS (Belgium) observed that the text of paragraph 7 fully covered the point raised by the USSR representative, providing as it did simply that members of the Council should submit their proposals either in the form of written drafts or by incorporating them in statements made during the discussion. Obviously, members of the Council should themselves make clear, in one way or the other, which of their observations they wished to be incorporated in a recommendation in order to help the Secretariat and prevent the report from being too bulky.

61. Mr. SINGH (India) agreed; the second sentence of paragraph 7 of the Committee's report made it quite clear that members of the Council remained entirely free to choose either method.

62. Mr. HOO (Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self Governing Territories) said that the Secretary-General's views were in full accord with those set forth by the Committee in its report. At the 528th meeting he had explained that the Secretary-General's suggestions were simply that members of the Council should indicate those observations which they would like the drafting committees to take into consideration, either by submitting the text in writing or by giving such indications in their statements during the discussion, but that they would in no way be bound to adopt the first method. The important thing was that the Secretariat should know members' intentions and should not have to incorporate in the document it was preparing, as it now did, all the observations made during the discussion, even those which the speaker did not wish to have reproduced as recommendations by the Council, and it would consequently be able to draft a less bulky document. Proposals in writing would be considered in the context of all the opinions expressed during the debate; the Committee's terms of reference would still be to prepare conclusions and recommendations which it considered as reflecting the majority opinion of the Council. Consequently, if it so happened that the consideration of conditions in a Territory called for a recommendation by the Council which had not been the subject of any written or oral proposal by a member, the Committee could on its own account add a new recommendation to those proposed by members of the Council, using the records of the meetings for the purpose.

63. The USSR representative had said that under the new procedure individual observations by members of the Council would not be inserted in the report. That was not at all the Secretary-General's intention; as he had already stated, under the Secretary-General's proposal no limit whatsoever would be placed on the right of any delegation to have its opinion on any subject included in the report of the Council. Conversely, the Secretariat would no longer have to prepare a bulky document which under the present procedure was almost automatically reproduced in the report.

64. Mr. OBEREMKO (Union of Soviet Socialist Republics) observed that, according to the Assistant Secretary-General's statement, the procedure hitherto followed would not be appreciably changed but simply rearranged so that the drafting committees could work better. Thus, it was generally agreed that that procedure was, on the whole, satisfactory. The Council might therefore express an opinion to that effect in its report and add that, in order to facilitate the drafting committees' work, it considered it desirable that delegations should indicate more clearly what conclusions or recommendations they were proposing. Nothing in the rules of procedure prevented members of the Council from submitting their proposals in writing, if they so wished. What the USSR delegation could not accept was that they should be compelled to do so. He had already pointed out that the wording of the Committee's report was open to misinterpretation on that point.

65. Mr. HOO (Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories) repeated that the Secretary-General's report should be construed in the light of the explanations which he himself had given at the 528th meeting, as the Committee had done in its report. In that context there could be no misunderstanding about the Secretary-General's opinion that members of the Council would be in no way bound to submit their proposals or recommendations in writing.

66. Mr. RYCKMANS (Belgium) felt that the adoption of a formula such as that suggested by the USSR

representative would not be enough to solve the problem. Each member of the Council should indicate explicitly that, in his opinion, the Council should make some recommendation, in order that the Secretariat could know what it should incorporate in the document it was preparing. The Belgian delegation pledged itself to give the requisite indications very clearly so that the Secretariat would never have to incorporate any observation made by it unless it had stated explicitly that it would like to have that observation reproduced in a recommendation.

67. Mr. ASHA (Syria) said that he was not opposed to the Secretary-General's proposal. He did, however, appreciate the USSR representative's misgivings and thought that members of the Council should not be bound by any such obligation. He accordingly proposed that paragraph 7 should be amended by the addition, at the end of the second sentence, of the words "if they so desire".

68. Mr. RYCKMANS (Belgium) said that the Council could not amend the Committee's report.

69. Mr. ASHA (Syria) believed that nothing in the rules of procedure prevented the Council from amending a report which it was considering.

70. Mr. SINGH (India) and Mr. LOOMES (Australia) believed that the Council could not amend the Committee's report. However, when it adopted its own conclusions on the basis of the report, it could either adopt the Committee's wording or redraft it, if it deemed fit.

71. The PRESIDENT said that the Council must, in any case, first take note of the Committee's report.

72. Mr. SINGH (India) moved the adjournment of the meeting.

73. The PRESIDENT put the motion for adjournment to the vote.

The motion was adopted by 6 votes to none, with 5 abstentions.

The meeting rose at 6.10 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, India, 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, United Nations Educational, Scientific and Cultural Organization.

Point of order by the Australian representative

1. Mr. LOOMES (Australia), speaking on a point of order, said that, according to *The New York Times* of 2 July, the Syrian representative had stated in a speech before the National Education Association meeting in New York that the colonial Powers were not genuinely preparing the peoples of the Trust Territories for self-government. The statement, if correctly reported, seemed to accuse the Administering Authorities of not carrying out obligations undertaken under the Charter and the Trusteeship Agreements. That accusation was absolutely unjustified, and Australia, as an Administering Authority, repudiated it.

2. Mr. ASHA (Syria) explained that *The New York Times* had quoted only part of his speech. He had referred to the past, not the present, and had intended no reflection on any member of the Council. He had made the identical statement in the Council at the twelfth session (461st meeting) and would be glad to furnish the full text of his address to representatives who desired it.

3. Mr. LOOMES (Australia) would welcome a copy of the full text.

General Assembly resolution 789 (VIII): Control and limitation of documentation (T/1120) (*concluded*)

[Agenda item 13]

REPORT OF THE COMMITTEE ON CONTROL AND LIMITATION OF DOCUMENTATION (T/L.477) (*concluded*)

4. The PRESIDENT reminded the Council that, at the 547th meeting, the Syrian representative had suggested adding the words "if they so desire" at the end of the second sentence in paragraph 7 of the Committee's report (T/L.477).

5. He proposed that the Council should take note of the report and adopt the general procedure laid down therein, as amended by the Syrian representative.

That proposal was adopted by 10 votes to 1.

6. Mr. OBEREMKO (Union of Soviet Socialist Republics) explained that he had voted against the report as a whole because some of the proposals it contained were not acceptable to his delegation. Had a separate vote been taken on paragraphs 4 and 5 of the report and on the Committee's conclusion concerning the strict application of rule 72 of the rules of procedure by the Administering Authorities, the USSR delegation would have voted in favour of them.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (*continued*)

[Agenda item 4 (b)]

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

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (*concluded*)

7. Reverting to a question asked at a previous meeting by the USSR representative, Mr. EDMONDS (Special representative for Western Samoa) pointed out that only 15 per cent, i.e. 3,000 out of 20,000 children between the ages of 6 and 13, inclusive, were not enrolled in primary schools in 1953. It was to be noted, however, that there was a considerable margin of error in the figures, as they did not include children taught in the pastors' schools. Moreover, many of those not enrolled in 1953 might have attended primary school at some earlier period or return to classes at a later stage.

GENERAL DEBATE (*continued*)

8. Mr. S. S. LIU (China) commended the Administering Authority upon the progress in Western Samoa in the year under review. The establishment of the Working Committee on the Development Plan, the organization of elections for the new Legislative Assembly, and the creation of the Local Government Board were notable achievements. In view of the

initiative and political maturity shown by the Samoan leaders, the forthcoming constitutional convention could be expected to have significant results, and the receptivity of Samoans to the gradual adoption of universal suffrage should be greatly enhanced.

9. China was also gratified by the Administration's efforts to ensure independence of the judiciary, and hoped the separation of administrative and judicial powers would be extended to the higher courts.

10. The economic survey would have far-reaching effects on the future development of the Territory, and might arouse the interest of the people in the need to increase production in order to cope with population increase. China would welcome fuller information on the British preferential tariff in the next annual report.

11. Finally, gratifying progress had been made in the social and educational fields. China agreed with UNESCO that some form of compulsory education should be instituted as early as possible, perhaps by the new Legislative Assembly, even if it was limited, at the outset, to district schools.

12. Mr. QUIROS (El Salvador) said that New Zealand was effectively fulfilling its obligations under the Trusteeship Agreement, and it was adequately implementing the recommendations of the Council and of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, with respect to Western Samoa. Its success was due not only to its sustained efforts, but to the sound moral and social structure of the Samoan people, whom the Administering Authority would, he hoped, soon lead to self-government.

13. The new system of elections to the Legislative Assembly, the establishment of the Local Government Board and of the Apia Town Planning Committee were initial steps in preparing the people for direct local elections by universal suffrage. The Working Committee on the Development Plan represented a further political advance, and augured well for a successful constitutional convention.

14. The measures taken to promote the co-operative movement were highly commendable, and, once the relevant ordinance was promulgated, could be expected to yield substantial benefits to the community. Studies should proceed, however, on the diversification of crops and the creation of new industries, with a view to reducing the islands' dependence on imports and meeting the needs of a growing population.

15. Turning to health and education, he said he hoped that a tuberculosis specialist would soon be appointed, that the difficulties in instituting compulsory education would be overcome, and that a public library would be established.

16. Mr. MAX (France) said that the Samoans were an unusually homogeneous people with no acute economic or political problems, except that of population growth, and expressed gratification at the progress of the Territory under New Zealand administration. The introduction of universal suffrage was made difficult by the Samoans' attachment to their traditional institutions, and the Council might be able to assist in the educational work required. Samoan society was stable but economic needs would probably lead to the replacement of the traditional framework. Public health was satisfactory and the Administering Authority was meeting the most urgent needs. Similarly, the educational system was being expanded and the establishment of Samoa College was a notable advance, as was the granting of scholarships for study abroad. France was

especially gratified by the measures taken to preserve Samoan folklore.

17. Mr. LOOMES (Australia) expressed satisfaction regarding the advancement of Western Samoa. The Administering Authority had demonstrated its appreciation of the Samoan mentality and attachment to traditional institutions by giving wide publicity to its plan for new and advanced forms of constitutional government, and by providing full opportunity for consultation and deliberation among Samoan leaders. No crystallization of opinion on key issues could be expected until after the forthcoming constitutional convention, but caution should be exercised to prevent over-rapid change and to preserve a balance between economic and political development in the Territory. The Administration was to be commended for the District and Village Government Board Ordinance and for setting up the Town Planning Committee to wrestle with the difficulties of instituting local government in Apia. It had an excellent record of international co-operation with the South Pacific Commission, the World Health Organization and the United Nations Children's Fund.

18. Economically, Western Samoa enjoyed prosperity and stability. Prosperity was assured by the high prices of its three main exports: copra, bananas and cocoa. Maintenance of that high price level was the best incentive for increased production to meet the needs of a growing population. The policy of the Administering Authority was largely responsible for the Territory's stability. Western Samoa showed no inflationary trend, partly owing to the Administration's price controls; it had a favourable balance of payments and idle money for capital investment, a circumstance enjoyed by few under-developed countries. The economic survey prepared by Mr. Stace, of the South Pacific Commission, could be useful in recommending ways to absorb that idle capital and utilize credit facilities, if necessary. On the other hand, the Samoans were beginning to set up small industries; the co-operative movement was growing; and sustained efforts were being made to improve agriculture and the cattle industry.

19. The Administration had shown understanding of traditional customs, had increased medical personnel and facilities and expanded the educational system. Australia looked forward to the fruition of its plans to extend the Teachers Training College and the training of infant-school teachers.

20. From the Council's study of conditions in Western Samoa, it was clear that 1954 would be a crucial year: the constitutional convention would be held in late 1954; Mr. Stace's economic survey would lay the pattern for future economic development; and the educational study made by Dr. Beeby, Director of Education in New Zealand, would be examined closely to assess the feasibility of compulsory education.

21. Mr. ROBBINS (United States of America) congratulated New Zealand as the Administering Authority and the people of Western Samoa on the advances achieved in the year under review. It was to be hoped that the Western Samoans would take full advantage of the opportunities offered them to move rapidly towards a greater measure of self-government, that they would assume their increased responsibilities with earnestness and wisdom and that they would be able to maintain their present tranquility and happy adjustment to their environment.

22. If the present happy state of affairs was to continue, the Samoan people must fully realize the

effects of their phenomenal increase in population on their future and plan to meet that increasingly grave problem. They must realize that the cultivation of taro patches higher and higher up the slopes of the islands, with the resulting erosion caused by the exceptionally heavy rainfall, was not the answer. The increase in general education would be a tremendous help in meeting the problems ahead.

23. The Administering Authority and the people of Western Samoa were to be commended on their efforts to assess the over-all problems of the Territory. Basic studies such as Mr. Stace's economic survey, the study of labour conditions made by Mr. Duncan, of the New Zealand Department of Labour and Employment, and Dr. Beeby's report on education were essential to sound planning in the Territory. The Administering Authority was also to be commended for seeking the co-operation of outside bodies, such as the specialized agencies and the South Pacific Commission. Projects like the research on methods of controlling the rhinoceros beetle would benefit not only the Samoans but other peoples too.

24. His delegation noted with satisfaction the establishment of the Executive Council in March 1953, the opening of Samoa College — which it hoped would lead, among other things, to the appointment of additional Samoans to higher posts in the government services in the near future — the passage of the District and Village Government Board Ordinance, and the steps taken to carry out the proposal to transfer the New Zealand Reparation Estates to Samoan hands.

25. Since the Second World War existing relations in the South Pacific had been greatly expanded and new links forged. One of the most significant developments was the establishment of the South Pacific Commission. Government administrators, technicians and representatives of the people met together periodically on an area-wide basis to discuss their common interests and problems, thus widening the horizon of the peoples of the area beyond the confines of their own islands. The results of the deliberations had a direct bearing on the daily lives of the people and had led to the development of a degree of friendship and neighbourliness hitherto unknown. The Governments of Australia and New Zealand could be proud of having launched and consistently supported the South Pacific Commission in which the principles of the United Nations, and particularly of the Trusteeship System and Article 74 of the Charter, were translated into action.

Arrangements for a periodic visiting mission to Trust Territories in East Africa (concluded)

[Agenda item 6]

26. Mr. S. S. LIU (China) introduced a draft resolution (T/L.479) setting out the terms of reference for the United Nations Visiting Mission to Trust Territories in East Africa, 1954. It closely followed the provisions adopted by the Council with regard to previous visiting missions.

27. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that his delegation would not participate in the vote, because the draft resolution had been submitted by a person who did not represent China and who was illegally occupying China's seat on the Trusteeship Council.

28. Mr. S. S. LIU (China) preferred not to reply to that remark. The Council's vote on the draft resolution would sufficiently repudiate it.

29. Mr. QUIROS (El Salvador) questioned the logic of the phrase "accept and receive petitions" in paragraph 3.

30. Mr. RYCKMANS (Belgium) said that he, too, had doubts concerning that phrase. The Visiting Mission was not competent to take a decision on the substance of a petition, in other words to discuss its admissibility; it was competent only to receive petitions and transmit them to the Trusteeship Council. It would therefore be preferable to delete the words "accept and".

31. After Mr. QUIROS (El Salvador) had supported that suggestion, Mr. S. S. LIU (China) pointed out that the phrase "to accept and receive" had been used in previous resolutions. Nevertheless it was clear from the discussion that it would be preferable to delete the words "accept and".

32. Mr. TARAZI (Syria) proposed that the following paragraph should be inserted between paragraphs 1 and 2: "Requests UNESCO to offer its assistance to the Visiting Mission to the extent which the Visiting Mission deems necessary."

33. UNESCO's contribution to the work to be undertaken in the Trust Territories should be stressed. It would help the Council if UNESCO's contribution to educational advancement could be made during the time the visiting missions were in the Trust Territories, since that would certainly lead to an improvement in the relevant section of the visiting missions' reports.

34. Mr. RYCKMANS (Belgium) questioned the admissibility of the amendment. The Charter provided for visiting missions appointed by the Council but it said absolutely nothing about visiting missions from UNESCO or any of the other specialized agencies. He did not mean to imply that the specialized agencies should be refused permission to visit Trust Territories. Representatives of UNESCO and the other specialized agencies had visited Ruanda-Urundi to make various studies and had been shown everything they wished to see. On the other hand, such visits should be arranged by direct negotiations between the specialized agency and the government concerned. They had nothing to do with the Council's visiting missions. He would therefore vote against the Syrian amendment and reserved his Government's position should it be adopted.

35. He would vote in favour of the Chinese draft resolution because the words "as fully as possible" in paragraph 1 made it quite clear that the Visiting Mission was not being asked to perform miracles but only to do its work conscientiously and to make the best use of the limited time at its disposal. If, however, the Syrian amendment were adopted, he would be obliged to vote against the draft resolution as amended.

36. Mr. MUNRO (New Zealand) was not sure whether the Syrian representative meant that a representative of UNESCO should accompany the Visiting Mission or merely that the Visiting Mission should consult UNESCO when it prepared its report. If the Visiting Mission did ask a representative of UNESCO to go to one of the Territories and the Administering Authority agreed, he wondered who would pay for such a visit.

37. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) explained that normally any request by the Council to furnish assistance to the Visiting Mission would have to be submitted to the UNESCO Executive Board. He was unable to say whether UNESCO would be able to send an official or expert with the Visiting Mission to East Africa which was to leave within a week or two.

38. Nevertheless UNESCO approved of the spirit of the Syrian amendment. At the eleventh session of the Council UNESCO had suggested (T/1005) that the value of its comments would be greatly increased if it could examine on the spot the educational and social problems mentioned in the reports, should the Trusteeship Council consider that desirable. The manner in which those visits could be made had not been specified; it had been left to the Council to express its views on that subject; no decision had been taken. UNESCO would welcome any further discussion along those lines.

39. Mr. TARAZI (Syria) pointed out that nothing in the Charter provided for visits by the specialized agencies to the Trust Territories, but there was nothing to prevent them. Furthermore his amendment did not necessarily imply that UNESCO must send an official with the Visiting Mission. Indeed, in view of its financial position, UNESCO would probably be unable to provide an expert should the Mission request it to do so. In any event, no additional financial burden would be imposed on the United Nations. His amendment was merely intended to stress that UNESCO should be considered as an expert body at the disposal of the Visiting Mission and should furnish all the assistance which the Visiting Mission requested. It had been objected that that went without saying, but he could see no harm in being specific.

40. The UNESCO representative had raised a very interesting point concerning UNESCO's role in connexion with visiting missions. It might be helpful for the Council to consider the problem along the lines suggested.

41. Sir Alan BURNS (United Kingdom) said he was sure that the Visiting Mission would receive any assistance it requested from UNESCO or from any other specialized agency. In those circumstances, and in view of the difficulties to which the Belgian and New Zealand representatives had drawn attention, the Syrian amendment would serve no useful purpose.

42. Mr. MAX (France) associated himself with the remarks made by the representatives of Belgium and the United Kingdom, but wished to make it clear that his Government had no objection whatsoever to UNESCO's activities in the Trust Territories for which it was responsible; indeed, it welcomed them.

43. Mr. LOOMES (Australia) said that his delegation greatly appreciated the assistance given by UNESCO and the other specialized agencies to the work of the Council. The Chinese draft resolution, which he would support, laid down terms of reference for the Visiting Mission; that was quite in accordance with the Charter. To introduce another matter which raised difficult questions of principle and budgetary allocations, unnecessarily confused the issue. He would therefore vote against the Syrian amendment.

44. Mr. ROBBINS (United States of America) could not understand why one of the specialized agencies should be singled out for mention in the Syrian amendment. If all the specialized agencies were requested to furnish assistance of the type envisaged, the reports of the Visiting Mission would be complicated and possibly considerably delayed. It would therefore be better to leave the whole question to the Visiting Mission to decide. If it felt that it needed expert information, it would certainly ask for and receive it.

45. Mr. S. S. LIU (China) said that in principle his delegation would welcome any assistance that could be

extended to the Visiting Mission by any of the specialized agencies. He would have supported the Syrian amendment had the UNESCO representative himself not mentioned certain difficulties. Since, however, UNESCO might find it difficult to send a representative with the Visiting Mission within the next two weeks, it would be impracticable to include the Syrian amendment. It would also be rather unusual to insert a request to UNESCO in the terms of reference of a visiting mission. In the circumstances, he would abstain from voting.

The Syrian amendment was rejected by 6 votes to 3, with 1 abstention.

46. The PRESIDENT put to the vote the Chinese draft resolution (T/L.479) as amended by the deletion of the words "accept and" in paragraph 3.

The draft resolution as amended, was adopted by 8 votes to none, with 1 abstention.

47. Mr. TARAZI (Syria) explained that he had abstained from voting on the draft resolution because his amendment had not been accepted.

The meeting was suspended at 4.5 p.m. and resumed at 4.35 p.m.

Examination of petitions (continued)

[Agenda item 5]

SEVENTY-FOURTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.462): PETITIONS CONCERNING TOGOLAND UNDER FRENCH ADMINISTRATION

48. The PRESIDENT asked the members of the Council to vote on the draft resolutions annexed to the Standing Committee's report (T/L.462).

Draft resolution I was adopted by 6 votes to none, with 4 abstentions.

49. Mr. SUMSKOI (Union of Soviet Socialist Republics) explained that he had abstained from voting because the draft resolution contained no recommendation that the Administering Authority should cease to persecute the members of the Comité de l'unité togolaise and Juvento.

Draft resolution II was adopted by 7 votes to 1, with 3 abstentions.

50. Mr. SUMSKOI (Union of Soviet Socialist Republics) had voted against draft resolution II because it took into account only the observations of the Administering Authority, completely ignoring the concrete facts and complaints about persecution of members of the Comité de l'unité togolaise and Juvento. The USSR representative in the Standing Committee on Petitions had submitted a draft resolution (T/C.2/L.80, p. 7) recommending the Administering Authority to cease that persecution, but it had been rejected by the representatives of the Administering Authorities.

Draft resolution III was adopted by 7 votes to none, with 2 abstentions.

51. Mr. SUMSKOI (Union of Soviet Socialist Republics) said that although he had voted for the draft resolution, he wished the record to show that Mr. Mensah Aithson had been unjustifiably expelled from the Trust Territory and ought to be sent back to Togoland under French administration to continue to guide the activities of Juvento, of which he was the National Secretary.

52. Mr. RYCKMANS (Belgium) explained that he had abstained from voting because the draft resolution

was ambiguous. The statement "the decision to expel Mr. Mensah Aithson from the Territory is subject to reconsideration" might lead the petitioner to think that he had an absolute right of appeal, although the Administering Authority had made it clear that he could appeal only if he could prove that he was a national of Togoland.

53. Mr. MAX (France) had abstained from voting for the same reason as the representative of Belgium.

54. Mr. TARAZI (Syria) had voted for the draft resolution precisely because of that paragraph, which he had himself proposed in the Standing Committee.

Draft resolution IV was adopted by 6 votes to 1, with 4 abstentions.

55. Mr. SUMSKOI (Union of Soviet Socialist Republics) had voted against the draft resolution because it contained no paragraph calling upon the Administering Authority to cease the persecution of the Comité de l'unité togolaise and Juvento. The USSR representative in the Standing Committee had proposed such a paragraph (T/C.2/L.80, p. 10), but it had been rejected by the representative of the Administering Authorities.

56. The PRESIDENT pointed out that the Standing Committee had submitted two alternatives for draft resolution V, (T/L.462, para. 86), which would be voted on separately.

57. Mr. SUMSKOI (Union of Soviet Socialist Republics) noted that the word *yakoby* in the Russian text ("allegedly" in the English) had been used in paragraph 77 of document T/L.462 to qualify a statement by the petitioner. He proposed its deletion, since it tended to cast doubt on the petitioner's statements.

58. Alternative A of draft resolution V merely drew the petitioner's attention to the Administering Authority's observations, and therefore the representatives of the non-administering Powers in the Standing Committee had not been able to accept it. If the Trusteeship Council's resolution did not recommend the Administering Authority to cease the persecution of members of political parties, such persecution would continue, with the result that the Trusteeship Council would continue to receive petitions. The Administering Authority itself would be interested in avoiding disorder in the Territory. It was alternative B, therefore, which would correspond to the tasks and purposes of the Trusteeship Council.

59. Mr. MAX (France) said that in French the conditional tense of the verb, as used in the French text of paragraph 77 of the report, was required in reported speech referring to facts which had not yet been proved.

60. The Administering Authority's observations showed clearly its concern to maintain public order and it would be quite sufficient to draw the petitioner's attention to them.

61. The PRESIDENT observed that the Council was adopting or rejecting the draft resolutions annexed to the Standing Committee's report. It was doubtful whether the Council could make alterations in the actual text of the report.

62. Mr. SUMSKOI (Union of Soviet Socialist Republics) stated that when the matter had been raised by the USSR representative in the Standing Committee it had been decided that documents ought to be prepared in an impartial form. The Council should place on record the fact that petitions should be summarized in working papers in the third person and without the

use of such words as *yakoby*, *povidimomu* ("allegedly, apparently"), etc.

63. Mr. GIDDEN (United Kingdom) wished to repudiate any implication that the Secretariat had failed to present its working papers objectively. No doubt the words in the Russian text objected to by the USSR representative bore a stronger connotation than the English word "allegedly", which did not imply doubt but merely indicated that the statement it qualified was as yet unproved. There would be no grounds for amending the English text.

64. Mr. RYCKMANS (Belgium) assured the USSR representative that the use of the conditional tense in the French text in no way implied that the petitioner's statement was false. In fact, however, the text as it stood implied no evaluation of the petitioner's statement.

65. Mr. SUMSKOI (Union of Soviet Socialist Republics) said that the problem was one of translation into Russian from French, or more usually English, texts. The USSR delegation would only ask that the words *yakoby*, *povidimomu*, etc. should not appear in documents issued in Russian.

66. The PRESIDENT put to the vote the Standing Committee's alternative A of draft resolution (T/L.462, para. 86).

Alternative A was adopted by 6 votes to 5.

Draft resolution VI was adopted by 6 votes to 1, with 4 abstentions.

67. Mr. SUMSKOI (Union of Soviet Socialist Republics) explained that he had voted against the resolution because it completely ignored the petitioner's complaint and took account only of the Administering Authority's observations, which were clearly at variance with it.

Draft resolution VII was adopted by 6 votes to 1, with 4 abstentions.

Draft resolution VIII was adopted by 6 votes to none, with 5 abstentions.

Draft resolution IX was adopted by 6 votes to none, with 5 abstentions.

68. The PRESIDENT put to the vote the Standing Committee's recommendation in paragraph 3 of the report (T/L.462).

That recommendation was adopted by 6 votes to 1, with 4 abstentions.

SEVENTY-SEVENTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.466): PETITIONS CONCERNING TOGOLAND UNDER BRITISH ADMINISTRATION

69. The PRESIDENT suggested that the Council should vote on the draft resolution submitted in the Standing Committee's report (T/L.466).

That draft resolution was adopted by 7 votes to 2, with 1 abstention.

70. Mr. GIDDEN (United Kingdom) explained that he had abstained from voting, first, because the petitioners had been requested in paragraph 2 to "represent their grievances to the Administering Authority", which they had already done; and, secondly, because a positive vote would have implied that the Administering Authority thought it possible that the petitioners' grievances could be settled satisfactorily, which was unlikely to be the case.

71. Mr. SUMSKOI (Union of Soviet Socialist Republics) had voted for the resolution with great reluctance, because the recommendation to the peti-

tioners to present their case was too elastic and the suggestion that the Administering Authority should hear them "with sympathy" was too soft.

REPORTS OF THE STANDING COMMITTEE ON PETITIONS CONCERNING SOMALILAND UNDER ITALIAN ADMINISTRATION (T/L.467, T/L.468, T/L.469)

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, took places at the Council table.

Seventy-eighth report of the Standing Committee on Petitions (T/L.467)

Draft resolution I was adopted unanimously.

Draft resolution II was adopted by 9 votes to none, with 2 abstentions.

Draft resolution III was adopted by 10 votes to none, with 1 abstention.

Draft resolution IV was adopted by 10 votes to none, with 1 abstention.

Draft resolution V was adopted by 10 votes to none, with 1 abstention.

Draft resolution VI was adopted by 10 votes to none, with 1 abstention.

Draft resolution VII was adopted by 10 votes to none, with 1 abstention.

Draft resolution VIII was adopted by 9 votes to none, with 2 abstentions.

Draft resolution IX was adopted unanimously.

72. The PRESIDENT put the recommendation in paragraph 3 of the report to the vote.

That recommendation was adopted by 9 votes to none, with 2 abstentions.

Seventy-ninth report of the Standing Committee on Petitions (T/L.468)

73. Mr. TARAZI (Syria) considered that the matter in draft resolution I came within the competence of the territorial courts and that it was for the petitioner himself to take his case to the courts. The final clause of the draft resolution, i.e., the words "and consequently that no recommendation by the Council is called for" was therefore unnecessary, and he requested a separate vote on it.

The first part of draft resolution I was adopted unanimously.

The final clause of draft resolution I was adopted by 8 votes to none, with 3 abstentions.

Draft resolution I as a whole was adopted by 9 votes to none, with 2 abstentions.

Draft resolution II was adopted by 10 votes to none, with 1 abstention.

Draft resolution III was adopted by 10 votes to none, with 1 abstention.

Draft resolution IV was adopted by 10 votes to none, with 1 abstention.

Draft resolution V was adopted by 10 votes to none, with 1 abstention.

74. Mr. TARAZI (Syria) requested a separate vote on the final clause of draft resolution VI, i.e. the words "and consequently that no recommendation by the Council is called for".

The first part of draft resolution VI was adopted unanimously.

The final clause of draft resolution VI was adopted by 8 votes to none, with 3 abstentions.

Draft resolution VI as a whole was adopted by 9 votes to none, with 2 abstentions.

Draft resolution VII was adopted by 10 votes to none, with 1 abstention.

Draft resolution VIII was adopted by 10 votes to none, with 1 abstention.

75. Mr. QUIROS (El Salvador) proposed that, in the absence of any other alternative, the words "Alternative A-France", preceding the operative part of draft resolution IX, should be deleted.

It was so decided.

Draft resolution IX was adopted by 10 votes to none, with 1 abstention.

Draft resolution X was adopted by 10 votes to none, with 1 abstention.

76. The PRESIDENT explained that the words "and at its fourteenth session" which appeared in square brackets in paragraph 3 of draft resolution XI would be retained or omitted according to the results of the report to be submitted by the Drafting Committee on Somaliland.

Draft resolution XI was adopted by 10 votes to none, with 1 abstention.

Draft resolution XII was adopted by 10 votes to none, with 1 abstention.

77. Mr. SUMSKOI (Union of Soviet Socialist Republics) thought that draft resolution XIII was unsatisfactory in view of the petitioners' assertions that the Administering Authority was supplying some tribes with arms and thus running the risk of inflaming tribal warfare. The recommendation in the last operative paragraph of the draft was unjust and did not meet the requests of the petitioners. He would therefore vote against it.

Draft resolution XIII was approved by 10 votes to 1.

78. The PRESIDENT put to the vote the recommendation in paragraph 3 of the report.

That recommendation was approved by 8 votes to none, with 3 abstentions.

Eightieth report of the Standing Committee on Petitions (T/L.469)

Draft resolution I was adopted by 10 votes to none, with 1 abstention.

Draft resolution II was adopted unanimously.

Draft resolution III was adopted by 10 votes to none, with 1 abstention.

Draft resolution IV was adopted by 9 votes to none, with 2 abstentions.

Draft resolution V was adopted by 9 votes to none, with 2 abstentions.

Draft resolution VI was adopted by 10 votes to none, with 1 abstention.

Draft resolution VII was adopted by 9 votes to none, with 2 abstentions.

Draft resolution VIII was adopted by 9 votes to none, with 2 abstentions.

Draft resolution IX was adopted by 9 votes to none, with 2 abstentions.

79. The PRESIDENT put to the vote the recommendation in paragraph 3 of the report.

That recommendation was approved by 9 votes to none, with 2 abstentions.

80. Mr. SALAH (Egypt) pointed out that no reference to the participation of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration in the work of the Standing Committee on Petitions had been made in the three reports

which had just been considered. He proposed that the error should be rectified.

It was so decided.

The meeting rose at 5.55 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Tuesday, 6 July 1954,
at 2 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (*continued*)

[Agenda item 4 (b)]

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

GENERAL DEBATE (*concluded*)

1. Mr. TARAZI (Syria), pointing out that the conditions in the Trust Territory of Western Samoa were fraught with contradictions, stressed that, on the strength of the undertaking given by the Administering Authority, the Territory should be on the verge of attaining independence; it had, however, not yet been provided with the institutions necessary for independence and was still dominated by mediaeval customs which served to hamper its progress. He recalled the enthusiasm with which members of the Council had received the declaration made by the Prime Minister of New Zealand on 19 March 1953 concerning the political, economic, and social development of Western Samoa (T/1079, annex I). Yet a year had gone by and little progress had been made in applying the principles

set forth in that declaration; the annual report¹ merely noted that a working committee had been set up and stressed the difficulties which the Administration was encountering, difficulties which were largely attributed to Samoan customs and way of life. The question was whether anything could be done to remedy that situation.

2. Dealing first with the present political organization of the Territory, he pointed out that universal suffrage, though established in theory, in reality existed only for the European population; in point of fact, the indigenous representatives to the Legislative Assembly were elected by the Fono of Faipule, the members of which were chosen by the *matai* system, that was to say, on the basis of the ancient tribal organization. The European members of the Legislative Assembly on the other hand were elected by universal suffrage. Small though it was, the Samoan community was thus subject to two electoral systems, one of which was very advanced and the other retrogressive in comparison with the systems generally in effect. With regard to the powers of the Legislative Assembly and the Fono of Faipule, some members of the Legislative Assembly were also members of the Council of State, and there seemed to be no clear separation between the legislative and the executive. The Legislative Assembly's decisions were subject to the High Commissioner's approval, and it could not legislate on certain matters reserved to the Administering Authority under article 9 of the Samoa Amendment Act of 1947; it was clear from those reservations, as the special representative had admitted, that the sovereignty of the Legislative Assembly was far from absolute. The Fono of Faipule acted in a purely advisory capacity and the Administering Authority itself had recognized that that body served no useful purpose, as it intended to abolish it.

3. Criticizing the Territory's judicial organization and stressing its rudimentary nature, he expressed the view that the Administration should recognize the indigenous courts and thereby encourage their progressive improvement.

4. Turning to agriculture, he expressed the hope that the Administration would continue to encourage the development of agriculture, which was the mainstay of the Territory, although it had not progressed beyond the stage of the production of food crops. In that connexion, the system of land tenure should be reformed as there, too, local custom seemed to impede rather than stimulate progress. He feared that the steps taken by the Administration to protect the indigenous inhabitants against the illegal alienation of their land were inadequate; existing legislation permitting lands to be leased for a term not exceeding forty years should be amended, as such contracts were in fact long leases and, as such, created property rights for the tenants at the owners' expense.

¹ See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953, Department of Island Territories, Wellington, 1954.

5. Reviewing the economic situation, he criticized the existing regulations limiting indigenous participation in trading firms operating in the Territory, and stressed that there were no Samoan members of the Chamber of Commerce. The Territory's fiscal system had improved, but would not be equitable until an income tax had been introduced. Lastly, the Syrian delegation wished to know whether the maintenance of the British preferential tariff was justified; he hoped that the Administration would not fail to consider that problem.

6. Speaking of social conditions, he said it would appear from the statements made by the Administering Authority and the members of the United Nations Visiting Mission to Trust Territories in the Pacific 1953, that Samoan society was governed by tradition, which made it resistant to progress. True, the Samoans were a quiet, happy people and there could be no question of the Administering Authority's forcing them to comply with the needs of progress; on the other hand, a social system which prevented progress could hardly be allowed to persist. It was the Administering Authority's duty to explain to the Samoans without further delay the reforms they should adopt in order to become a modern society and take their place in the family of nations. Faced with its responsibilities, the Samoan people would not be likely to refuse to accept the proposed changes. To that end, the Administering Authority must raise the general cultural level of the inhabitants and ensure more regular and frequent contact with the outside world. Steps must be taken to set up libraries, to encourage the circulation of books and periodicals and in particular to improve educational facilities by carrying out the recommendations contained in the report by Dr. Beeby, Director of Education in New Zealand. Finally, Mr. Tarazi stressed that it was essential to break down the barrier which divided the Samoans into two groups each with a different status depending on social origin, which was, moreover, difficult to determine in most cases.

7. To sum up his delegation's recommendations, it considered that the Administration should first, introduce genuinely universal suffrage and extend the powers of the Legislative Assembly; secondly, establish a comprehensive judicial system and recognize the indigenous courts; thirdly, complete the existing fiscal system; fourthly, provide more effective protection for indigenous landowners; fifthly, revise the British preferential tariff; sixthly, abolish racial discrimination; seventhly, develop education so as to make Samoan society more receptive to progress.

8. Mr. MENON (India) said that, in commenting on the administration of the Trust Territory of Western Samoa, his delegation wished first to compliment New Zealand on the manner in which it discharged its obligations as Administering Authority. The situation in Western Samoa was in happy contrast with that in other Trust Territories.

9. A glance at the past was necessary, however, if the question of Western Samoa's future independence was to be seen in its historical context. The annual report itself recalled the manner in which the imperialist western Powers had gained a foothold in those regions of the Pacific. The Final Act of the Berlin Conference on Samoan Affairs of 1889 had marked the climax of the intrigues dividing the interested Powers — Germany, Great Britain and the United States — which had been concerned solely with protecting their own and their nationals' interest. Nevertheless, the Final Act had proclaimed the neutrality and independence of the

Territory, which was still neither neutral nor independent.

10. When, after the First World War, President Wilson's principles had carried the day, the mandates system had been established and, on 7 May 1919, the administration of Western Samoa had been entrusted to New Zealand. It was difficult to see why the Samoans, who even then had been at least as advanced as the inhabitants of Tanganyika or of any other territory under a "B" Mandate, should only have been considered worthy of a "C" Mandate. The point deserved attention, for the prevailing view still seemed to be that the Samoans themselves were reluctant to accept the responsibility of power and that they were therefore themselves to blame for their slow progress towards independence. There was some justification for that view, as both the annual report and the special representative's statements showed that the approach of the Administering Authority, both psychologically and politically, left nothing to be desired. Certainly in Western Samoa the Administering Authority did nothing to thwart the wishes of the people or to substitute paternal government for self-government.

11. In any event, very little progress seemed to have taken place between 1920 and 1927, in the period following the grant to New Zealand of the mandate over Western Samoa. From 1927 to 1936 there had been considerable political trouble, caused largely by a national movement called the Mau. The unrest provoked by the leaders of the movement and their policy of non-co-operation had greatly hampered the Territory's economic and social progress; yet historically those years had been extremely fruitful ones for the Samoan people in that they had made both sides aware of the sterility of their struggle and of the possibility and necessity of co-operation. In 1936, the Administration had signed an agreement with the leaders of the Mau movement and taken the first steps towards giving the Territory a truly representative form of government. From that date until the Second World War the Administration had spared no effort to make up for the time lost during the long period of non-co-operation. Unfortunately those activities had been interrupted by the outbreak of hostilities and little progress had been achieved until 1944.

12. The question had then arisen of placing the Territory of Western Samoa under trusteeship. It was interesting to note that the proposal had not found favour with Samoan public opinion, as voiced by local institutions and leaders. A statement made to the Prime Minister of New Zealand by High Chief Tamasese asking for the immediate granting of independence to the Samoan people was noteworthy in that connexion. The statement was all the more significant today, now that the Administering Authority appeared to have no further hesitation in transferring power to the Samoans, who were willing and able to exercise it.

13. Quite possibly, the Samoans had not fully grasped the scope of trusteeship. At any rate, the politically active people in the Territory had been afraid that it would mean a continuance of tutelage rather than a march towards freedom. What High Chief Tamasese had said at the time was significant, namely, that the Samoans knew their mind; they rejected the Trusteeship Agreement and asked for the right to govern themselves with the advice and protection of New Zealand. His words were still relevant; it would appear that, instead of a promise of complete independence in the future, the Samoans wanted immediate and complete

self-government, while continuing their long-standing association with New Zealand. In other words, they wanted a protectorate in the best sense of the term: they wished to enjoy all the attributes of freedom, while retaining a guarantee of protection through a free association with New Zealand.

14. Thus, as early as 1945, a Samoan chief had asked for his people's independence and had said that they were ripe for self-government. Since that time, with the establishment of trusteeship, the Administering Authority had been able to enlist the co-operation of the most advanced Samoans, several of whom now held senior posts in the government services.

15. It was true that the existing institutions afforded the Samoans an opportunity to take part in the administration of their Territory and to some extent, to bridge the gap between themselves and the Administering Authority. Nevertheless, those institutions fell far short of the legislative and executive organs described by the Prime Minister of New Zealand in his declaration of March 1953. It should be made clear to the Samoans that the declaration was not an alternative presented to them, but that it was a proclamation of the determination of the New Zealand Government to transfer its responsibilities to the indigenous inhabitants. The constitutional convention, when it met, would deal not with the question of whether or not the Territory should be made self-governing, but with the question of how and when that should be done. In order to be self-governing, a country must administer itself. He found it difficult to believe that there were no Samoans able to take on that task, provided that the Samoan people had confidence in the Administering Authority and that political power was not the prerogative of the chieftains but was handed over to the people. To divide the Territory into different classes of citizens would be harmful to national development. All national institutions should be territorial. At present, however, the functions of the executive and legislative organs were relatively few and limited in scope.

16. It had been said that Samoan society was complex and that it would be a mistake to alter its structure. The experience of the Indian Parliament inclined him to the belief that any society was able to react to modern civilization. He hoped that the Administering Authority would advise the Samoan constitutional convention to prepare a plan taking into account both the New Zealand Prime Minister's proposals and the objectives of the Trusteeship Agreement. At the same time, the transfer of administrative posts to Samoans should be speeded up, to enable them to discharge their responsibilities when the Territory attained independence. Independence did not mean isolation, and the Samoans were entitled to know that they could count on the support of a stronger State. Some form of external association with New Zealand could therefore be considered. On the whole, the Trusteeship Agreement for Western Samoa was encouraging. Unlike other such instruments, it defined the purposes of the administration and was more than a contract between the United Nations and the Administering Authority. That being so, he hoped that the Administering Authority would set a date for the termination of trusteeship.

17. Turning to the question whether the patriarchal structure of Samoan society could be preserved, he recalled the comments in the 1953 Visiting Mission's report (T/1079, paras. 21 and 22). The Samoan Democratic Party—the only political party in the Territory—had expressed opposition to the *matai* system,

which in its view constituted an obstacle in the way of advancement; it felt, however, that the population should be permitted to choose between election by the *matais* or by universal suffrage, the districts which chose the former being allowed to broaden the franchise at subsequent elections. Such a compromise solution between the traditional system and that of democratic representation offered interesting possibilities and any efforts, to be fruitful, should be directed to that end. Leaving aside the local political party, the population itself had also shown a sense of responsibility by accepting the proposal for a constitutional convention and by demonstrating an awareness of what it still had to achieve in the economic and cultural spheres.

18. The administrators whom the country needed would have to be the product of education. While the present results of the educational system were on the whole encouraging, it still remained to introduce compulsory education, to establish village schools, and particularly to give the inhabitants an opportunity to pursue higher studies. In fact, if there was to be self-government, the people as a whole must have access to higher education. He noted that the Administration had taken into account the recommendations of the Trusteeship Council on education. Mr. Menon also drew attention to the report by the World Health Organization (T/1122), which he considered to be quite encouraging.

19. In any proper evaluation of the Territory's progress, account had to be taken of its ties with neighbouring populations. He referred in that connexion to the ancient civilization of the Pacific islands, vestiges of which still remained. Those cultural ties should not be broken, for the progress of the peoples concerned depended on the restoration of their former unity. Seen in that light, the independence of Samoa acquired special significance, as it might be the means of reviving that lost civilization. The hope of such a revival should not be dimmed by the fear that some classes of Samoan society would not make the full effort expected of them. The only way to accustom a people to the exercise of power was to give it power. Consequently, the only possible solution was a transfer of power to the Samoan people.

20. Lastly, he welcomed the establishment of the Western Samoa Trust Estates, to be used as a reserve by the future State; the example might well be followed by other Administering Authorities.

21. Mr. OBEREMKO (Union of Soviet Socialist Republics) recalled that the indigenous population had been trying for many years to obtain its independence, as was shown by petition T/PET.1/1, which it had submitted to that end in 1946, and by the observations in the report of the United Nations Mission to Western Samoa,² which had gone to the Territory at that time. However, the Administering Authority had still failed to satisfy that legitimate demand, and the matter remained at the stage of general plans and vague promises. The New Zealand Government, represented by a High Commissioner, continued to exercise all power in the Territory. The Visiting Missions had observed that the executive power remained completely under New Zealand Government control. The functions of the Executive Council and the Council of State were purely advisory. The relevant table in the annual report showed that no Samoan had yet been appointed as head of an administrative department and that in many branches, none of the higher posts were occupied by

² See *Official Records of the Trusteeship Council, Second Session, Special Supplement No. 1.*

indigenous inhabitants. With regard to legislative matters, the Legislative Assembly had no real power because its decisions had no legal force without the High Commissioner's assent and because certain questions, which Mr. Oberemko enumerated, were not within the Assembly's competence. In financial matters, the Assembly could not take decisions regarding the employment of public funds except on the High Commissioner's recommendation. Moreover, the Assembly was not constituted on a democratic and representative basis. Apart from the official European members, the 4,700 Europeans were represented by five members elected by universal suffrage, whereas the 86,000 indigenous inhabitants were represented by twelve members nominated by the Fono of Faipule, which was itself elected by the *matais*, who represented only one-quarter of the male population; all the rest, including women, did not have the right to elect their representatives. In its report, the Administering Authority pointed out that the Fono was based on the *matai* system and was conservative with regard to proposals for modifying the existing political system. The Administering Authority also doubted whether it was possible to achieve any extensive development of agriculture and the other sectors of the economy within the existing social structure and pointed out that in the opinion of many indigenous inhabitants the *matai* system should be modified, if only for economic reasons. The *matai* system was undeniably an obstacle to political, economic and social progress in the Territory and its reform therefore appeared a prime necessity. The more advanced sections of the population, and particularly the younger elements, were known to be striving for universal suffrage and a truly democratic system. However, far from taking the necessary measures to lead the population from an antiquated system to a system of self-government based on democratic principles, the Administering Authority was maintaining and encouraging the *matai* system. The reform plan contained no provision for universal suffrage but was based, on the contrary, on the retention of the *matai* system in its present form. The Administering Authority had likewise taken no effective steps to ensure that the whole population would take part in the consideration of the plan. The decisions on that subject would in fact be taken at a meeting at which only the *matais* and officials would be present and at which there would be no democratically elected representatives of the indigenous population. In the same way, all the members of the working committee making a preliminary study of the development plan had been selected and appointed by the High Commissioner from among the officials and the representatives of the *matais*.

22. With regard to economic matters, the economy of the Territory was not being developed in the direction required by the interests of the Samoan people. Indigenous agriculture remained backward and the implements used were rudimentary. The question of land was becoming increasingly serious. At the end of 1953, 76,000 acres of arable land had been owned by indigenous inhabitants, as compared with 48,000 acres owned by Europeans and the Administration. The land alienated by the German settlers and then transferred to the New Zealand Reparation Estates had still not been restored to the indigenous inhabitants, who had no say in the administration of that property. The offi-

cials who administered the lands were responsible directly to the New Zealand Minister of Island Territories. The New Zealand Government intended to keep control, for although the development plan provided that such property would be transferred to the Samoan Government, the relevant provisions were very vague and no date had been fixed. On the other hand, the plan provided that the board administering the lands must include a person who would be nominated by the New Zealand Government and without whose consent the board could not dispose of the land or take any decision regarding the distribution of income from it. In order to ensure the economic advancement of the Territory and improve the position of the indigenous population, the Administering Authority should immediately take steps to restore the land in question to the indigenous inhabitants together with all other property which had been alienated and forbid any future alienation of indigenous lands. To that same end, it should also use the £200,000 in income from the plantations as well as the £500,000 in capital belonging to Samoa but invested in New Zealand.

23. With regard to public health, the Territory had only one hospital, which was clearly inadequate for the needs of the population, particularly since sick people from distant regions had great difficulty in getting there, or even were unable to get there, owing to the inadequacy of roads and transport. The Administering Authority should therefore build new hospitals and increase the medical staff.

24. The situation with regard to education was completely unsatisfactory. The 1953 Visiting Mission had noted the desire of the indigenous inhabitants for education, but that desire had not been satisfied. Dr. Beeby's report showed that enrolments in schools had decreased between 1945 and 1952 and that there was no progress but rather a regression in education. More than one-third of the children of school age had no opportunity for education and most of those attending school received only an elementary education. Moreover, one-third of them were educated in mission schools where most often they learnt nothing but religious texts and prayers. Teacher training was far from being satisfactory; there was a serious shortage of teachers and the number trained each year was inadequate even for the normal increase in population. There was no bookshop or public library in the Territory. All those facts showed that the Administering Authority must increase the budget appropriations for educational and health needs and take all other measures necessary to improve education and public health.

Mr. Edmonds, special representative of the Administering Authority of the Trust Territory of Western Samoa, withdrew.

APPOINTMENT OF THE DRAFTING COMMITTEE ON WESTERN SAMOA

25. The PRESIDENT proposed that the representatives of Australia, Belgium, India and Syria should be appointed to the committee responsible for drafting the report on Western Samoa.

It was so decided.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda item 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian Administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took seats at the Council table.

REPORT OF THE DRAFTING COMMITTEE (T/L.483)

26. Mr. ASHA (Syria), Chairman of the Drafting Committee, thanked the representative of the Administering Authority, the representative of Egypt on the Advisory Council and the UNESCO representative for their assistance to the Drafting Committee. He also thanked the members of that Committee for their assistance.

27. Mr. RYCKMANS (Belgium) observed that, under the present system, recommendations on important matters made by the Council in its report were often lost amongst those which were banal or superfluous or concerned points of detail. The Committee had endeavoured to select, from a long list of observations made during the discussion, those which reflected a majority of the opinions expressed, and its work in that direction had been praiseworthy. Nevertheless, in its desire to reflect the majority opinion, the Committee had not made a sufficiently clear distinction between the views expressed by the various members of the Council on the questions discussed in the annual report and the formal recommendations which should be made in the Council's name to the Administering Authority. His delegation proposed to vote on those recommendations, but would not participate in the vote on the observations in the first category. The reason for such a course was not that it disagreed with the Committee but that it considered the observations superfluous, either because they drew the Administering Authority's attention to matters to which it already had given due consideration, or because they called for measures already explicitly contemplated by the Administering Authority, merely reflected opinions already expressed by the Council, or concerned unimportant matters not requiring any formal recommendation by the Council.

28. Mr. DE HOLTE CASTELLO (Colombia) drew the Council's attention to paragraph 2 of the Committee's report. He stated that the Egyptian representative on the Advisory Council had taken part in the Committee's discussions in his capacity as Chairman of that Council and that all the views which he had expressed had the support of the Colombian delegation. Mr. de Holte Castello reserved his position on the opinion expressed in paragraph 6. His delegation wished to reserve its right to state in the General Assembly how far and up to what date it would continue to participate in the Advisory Council's work.

29. The PRESIDENT invited the members of the Council to vote on paragraphs 6 *et seq.* of the Committee's report (T/L.483).

Paragraph 6 was adopted by 11 votes to none, with 1 abstention.

Paragraph 7 was adopted by 11 votes to none, with 1 abstention.

Paragraph 8 was adopted unanimously.

30. Mr. EGUIZABAL (El Salvador) proposed, with regard to paragraph 9, that the words "and co-operation" should be inserted after the words "mutual trust" and that the word "endeavours" should be replaced by the word "efforts".

The amendments were adopted by 8 votes to none, with 4 abstentions.

Paragraph 9, as amended, was adopted by 11 votes to 1, with 1 abstention.

31. At the request of Mr. PIGNON (France), the PRESIDENT called for a separate vote on the words "on the other, recommends that the system of direct elections be extended to the entire population as soon as possible", in paragraph 10.

That part of the paragraph was adopted by 9 votes to 2, with 1 abstention.

Paragraph 10 as a whole was adopted by 11 votes to none, with 1 abstention.

Paragraph 11 was adopted by 11 votes to none, with 1 abstention.

Paragraph 12 was adopted by 11 votes to none, with 1 abstention.

Paragraph 13 was adopted unanimously.

Paragraph 14 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 15 was adopted by 11 votes to none, with 1 abstention.

Paragraph 16 was adopted by 10 votes to none, with 2 abstentions.

32. Mr. OBEREMKO (Union of Soviet Socialist Republics) thought that collective penal sanctions should be abolished. His delegation therefore considered the recommendation in paragraph 16 inadequate, but had voted for the paragraph in the hope that the Administering Authority would abolish collective sanctions entirely.

Paragraph 17 was adopted by 11 votes to none, with 1 abstention.

Paragraph 18 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 19 was adopted by 11 votes to 1.

Paragraph 20 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 21 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 22 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 23 was adopted by 11 votes to 1.

Paragraph 24 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 25 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 26 was adopted by 11 votes to none, with 1 abstention.

Paragraph 27 was adopted by 11 votes to none, with 1 abstention.

33. At the request of Mr. OBEREMKO (Union of Soviet Socialist Republics), the PRESIDENT put to the vote the first part of paragraph 28 as far as the words "irrigation canals".

That part of paragraph 28 was adopted by 11 votes to none, with 1 abstention.

Paragraph 28 as a whole was adopted by 11 votes to none, with 1 abstention.

Paragraph 29 was adopted by 8 votes to none, with 4 abstentions.

Paragraph 30 was adopted by 11 votes to none, with 1 abstention.

Paragraph 31 was adopted by 10 votes to none, with 2 abstentions.

34. Mr. OBEREMKO (Union of Soviet Socialist Republics) explained that his delegation had abstained on paragraph 31, because it considered that the recommendation contained in that paragraph was inadequate. In his delegation's opinion, the Council should adopt a recommendation expressly stating that suffrage should be immediately granted to all the inhabitants of the Trust Territory, including women.

Paragraph 32 was adopted by 8 votes to none, with 4 abstentions.

35. Mr. EGUIZABAL (El Salvador) proposed that the end of paragraph 33 should be amended as follows: "and to continue to consult with the International Labour Organisation on these and all other related matters".

The amendment was adopted by 8 votes to 2, with 2 abstentions.

Paragraph 33 as amended was adopted by 10 votes to none, with 2 abstentions.

36. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked that the part of paragraph 34 beginning with the words "The Council, noting..." and ending with the words "... profits progressively by these efforts" should be put to the vote separately.

That part of paragraph 34 was adopted by 11 votes to 1.

Paragraph 34 was adopted unanimously.

Paragraph 35 was adopted by 11 votes to none, with 1 abstention.

Paragraph 36 was adopted unanimously.

37. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked that, in paragraph 37, the phrase "noting the progress already made" should be put to the vote separately.

That phrase was adopted by 10 votes to 1, with 1 abstention.

Paragraph 37 was adopted by 10 votes to none, with 1 abstention.

38. Mr. LOOMES (Australia) asked that the clause "and expresses the hope that other Member States will render similar assistance", in paragraph 38, should be put to the vote separately.

That clause was adopted by 4 votes to none, with 8 abstentions.

Paragraph 38 was adopted by 8 votes to none, with 4 abstentions.

39. Mr. SCOTT (New Zealand) explained that he had abstained from voting because he doubted whether it was appropriate to address a recommendation to other States Members of the United Nations.

Paragraph 39 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 40 was adopted unanimously.

Paragraph 41 was adopted by 11 votes to none, with 1 abstention.

Paragraph 42 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 43 was adopted by 9 votes to none, with 3 abstentions.

40. The PRESIDENT put to the vote the recommendation appearing in paragraph 5 of document T/L.483.

The recommendation was adopted by 10 votes to 2.

DRAFT RESOLUTION SUBMITTED BY HAITI (T/L.474)

41. Mr. ASHA (Syria) expressed approval of the draft resolution submitted at 533rd meeting by the delegation of Haiti (T/L.474). In spite of the numerous petitions which had been presented on the subject, no real progress had been made towards a settlement of the frontier problem. The United Nations Visiting Mission to Trust Territories in East Africa, 1951, had already drawn the Council's attention to the need for delimiting the frontier (T/947 and Corr.1, paras. 171-176), and it was important that the problem should be settled without delay. If no significant progress was achieved before the ninth session of the General Assembly, the Syrian delegation would request that recourse should be had without delay to the procedures provided for in the next stage described in Assembly resolution 392 (V), namely, arbitration and mediation.

42. He proposed that an additional paragraph worded as follows should be placed at the end of the operative part of draft resolution T/L.474: "Recommends that the General Assembly, at its ninth session, take all measures which it deems appropriate to expedite the final settlement of this problem."

43. Mr. PIGNON (France) wondered whether the draft resolution (T/L.474) in its present form, and as supplemented by the Syrian delegation, might not compromise the direct negotiations between the Administering Authority and Ethiopia. He felt that his delegation would be obliged to abstain when the draft was put to the vote.

44. Mr. LOOMES (Australia) said that, while approving the Haitian draft resolution as a whole, he thought the last paragraph of the preamble did not give a true picture of the situation. A distinction should be drawn between information supplied by the Administering Authority and statements made by the representative of Colombia on the Advisory Council and by the vice-presidents of the Territorial Council.

45. He therefore proposed that the beginning of the last paragraph of the preamble should be amended as follows:

"Noting the information submitted to it at its fourteenth session by the Administering Authority as embodied in its report on the administration of the Territory, and also the statements of the representative of Colombia on the United Nations Advisory Council and of the vice-presidents of the Territorial Council appearing as petitioners, to the effect that in the absence of a settlement...".

46. Mr. DORSINVILLE (Haiti) said he accepted the amendment proposed by the Australian representative. It was indeed preferable to avoid giving the impression that the Council was confusing the attitude of the Italian Government with those of the representative of Colombia on the Advisory Council and of the vice-presidents of the Territorial Council.

47. The PRESIDENT said that as the representative of Haiti accepted the Australian amendment, the amendment became an integral part of the draft resolution.

48. Mr. JAIPAL (India) was of the opinion that the General Assembly should do all it could to promote direct negotiations between the Administering Authority and Ethiopia. The Indian delegation would therefore vote for the Haitian draft resolution as amended by the representative of Syria.

49. Mr. EGUIZABAL (El Salvador) said his delegation would also vote for the Haitian draft resolution as amended by Syria.

50. Mr. RYCKMANS (Belgium) said that his delegation had shared the French representative's misgivings concerning the wisdom of submitting at the present time a draft resolution on the delimitation of the frontier. The Belgian delegation would however vote for the Haitian draft resolution, since it was drawn up in moderate terms.

51. On the other hand, he had some difficulty in accepting the Syrian amendment without knowing exactly what measures the General Assembly might take in the circumstances. He even wondered whether intervention by the Assembly, far from facilitating negotiations, might not make them more difficult. He thought it would be premature for the General Assembly to take action before receiving the report to be submitted to it by the Secretary-General.

52. Mr. SEARS (United States of America) asked the Syrian representative what he meant in his amendment by the expression "all measures which it deems appropriate".

53. Mr. ASHA (Syria) explained that they were the measures already provided for in Assembly resolution 392 (V), namely, arbitration and mediation.

54. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) said he shared the apprehensions expressed by the representatives of France and Belgium with regard to the amendment proposed by the representative of Syria. As representative of a Government which would have to take part in the

negotiations concerned, he hoped it would be possible to avoid any action that might hinder rather than facilitate those delicate negotiations.

55. Mr. PIGNON (France) wondered whether it would not be better for the representative of Syria to withdraw his amendment.

56. Sir Alan BURNS (United Kingdom) thought the Haitian draft resolution had the approval of all members of the Council. There was, however, a danger that it would not be unanimously adopted if the additional paragraph proposed by the representative of Syria were included.

57. Mr. ASHA (Syria) said that if some members of the Council doubted the wisdom of the amendment he had proposed, he would withdraw it.

58. Mr. OBEREMKO (Union of Soviet Socialist Republics) recalled that his delegation had voted against General Assembly resolution 392 (V) because it had been of the opinion that the question of the delimitation of the frontier between the Trust Territory of Somaliland and Ethiopia should be settled by bilateral negotiations, without arbitration or mediation. He would be prepared to vote for the Haitian draft resolution as a whole on condition that it contained no reference to that Assembly resolution.

59. The PRESIDENT said that the Secretariat would correct the errors in the French and Russian texts of the draft which had been drawn to his attention.

60. In view of the observations made by the representative of the USSR, he would put the first paragraph of the preamble to draft resolution T/L.474 to the vote separately.

The first paragraph of the preamble was approved by 11 votes to 1.

The draft resolution as a whole (T/L.474), with the Australian Amendment, was adopted by 11 votes to none, with 1 abstention.

The meeting rose at 6.20 p.m.



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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

The representatives of the following specialized agencies: International Labour Organisation, World Health Organization.

Examination of conditions in the Trust Territory of Somaliland under Italian administration: (a) annual report of the Administering Authority (T/1116, T/1117 and Add.1 to 3, T/1122); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, took places at the Council table.

DRAFT RESOLUTION SUBMITTED BY EL SALVADOR (T/L.475)

1. Mr. EGUIZABAL (El Salvador) said that the

sole purpose of his draft resolution (T/L.475) was to improve the economic situation in Somaliland. He had discussed the Belgian amendment (T/L.484) with the representatives of the International Bank for Reconstruction and Development and they had agreed that it represented the best way of achieving the common objective. His delegation was therefore happy to accept the Belgian amendment, and suggested that the words "during its ninth session" should be added after the words "the General Assembly" in the operative paragraph 1 proposed by Belgium.

2. Mr. RYCKMANS (Belgium) accepted that suggestion.

The draft resolution (T/L.475), as amended, was adopted by 10 votes to 1, with 1 abstention.

3. Mr. OBEREMKO (Union of Soviet Socialist Republics) explained that his delegation had been unable to support the draft resolution because it provided for no effective measures to promote the economic development of the Trust Territory with the active participation of the indigenous population.

4. Mr. SALAH (Egypt), speaking as a member of the Advisory Council for Somaliland, commented on the recommendation, adopted by the Trusteeship Council at its 549th meeting with regard to the presence of the members of the Advisory Council in the Territory. He was quite aware why that recommendation had been adopted. It was his duty to point out that the Egyptian representatives on the Advisory Council had been present in the Territory for almost as long as the other representatives. Mere presence in the Territory was not the only criterion of devotion to duty; members of the Advisory Council were often detained at United Nations Headquarters by business concerning the Trust Territory. The best solution would be for the members of the Advisory Council to agree on the times when they had to be present in the Territory. The Egyptian delegation was fully aware of its duties and responsibilities as a member of the Advisory Council and would discharge them to the best of its ability.

Mr. de Holte Castello (Colombia) and Mr. Salah (Egypt), members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, and Mr. Mochi, special representative of the Administering Authority for the Trust Territory, withdrew.

Educational advancement in Trust Territories: report of the Secretary-General on offers of fellowships, scholarships and internships for inhabitants of Trust Territories made in pursuance of General Assembly resolutions 557 (VI) and 753 (VIII) (T/1127)

[Agenda item 15]

5. The PRESIDENT proposed that the Council should take note of the Secretary-General's report (T/1127).

It was so decided.

Provision of information on the activities of the United Nations in Trust Territories: report of the Secretary-General on the implementation of Trusteeship Council resolution 36 (III) and General Assembly resolution 754 (VIII) (T/1121)

[Agenda item 16]

6. The PRESIDENT proposed that the Council should take note of the Secretary-General's report (T/1121).

It was so decided.

Report of the Secretary-General on credentials (T/1131 and Add.1)

[Agenda item 2]

7. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that China could be represented only by a representative appointed by the Central People's Government of the People's Republic of China. The Soviet delegation would vote against the approval of the Secretary-General's report on credentials (T/1131 and Add.1) because it listed as the representative of China a member of the Kuomintang who illegally occupied the seat of China in the Council.

8. Mr. S. S. LIU (China) said that the Government he represented was the only Government which could truly represent China. The phraseology used by the Soviet Union representative was out of order.

9. The PRESIDENT confirmed that a reference to the representative of China as the representative of a political group was out of order.

10. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that his statement had been in order and reflected the position of the Soviet delegation.

11. Mr. PIGNON (France) proposed that the Council should approve part I of the report (T/1131 and Add.1) and take note of part II, entitled "Observers of States Members of the United Nations".

12. Mr. SINGH (India) pointed out that, under rule 14, paragraph 2, of the rules of procedure the Council was required to take a decision on the credentials of representatives.

13. Sir Alan BURNS (United Kingdom), supported by Mr. RIFAI (Syria), proposed that the Council should consider and vote on parts I and II separately.

It was so decided.

14. Mr. SINGH (India) proposed that the Council should either vote separately on the representation of China alone or vote separately on the representation of each State member of the Council.

15. Mr. STRONG (United States of America) felt that the Council should either vote on part I of the report as a whole or adopt the Indian representative's second alternative.

16. The PRESIDENT proposed that the Council should adopt the Indian representative's second alternative proposal.

It was so decided.

The representation of Australia was approved by 10 votes to none, with 1 abstention.

The representation of Belgium was approved by 11 votes to none.

17. Sir Alan BURNS (United Kingdom) said that, as the representative of a Government which recognized the Central People's Government of the People's Repub-

lic of China as the Government of China, he could not vote in favour of credentials made out in the name of the Chinese Nationalist Administration since, in the circumstances, such a vote might imply recognition of the Chinese Nationalist authorities as the Government of China. In order to reserve its position on the subject, his delegation would accordingly abstain from voting on the representation of China although it would vote in favour of the Secretary-General's report as a whole.

The representation of China was approved by 9 votes to 2, with 1 abstention.

The representation of El Salvador was approved by 10 votes to none.

The representation of France was approved by 10 votes to none.

The representation of Haiti was approved by 10 votes to none.

The representation of India was approved by 9 votes to 1, with 1 abstention.

The representation of New Zealand was approved by 10 votes to none, with 1 abstention.

The representation of Syria was approved by 10 votes to none, with 1 abstention.

The representation of the United Kingdom was approved by 10 votes to none, with 1 abstention.

The representation of the United States of America was approved by 10 votes to none, with 1 abstention.

The representation of the Union of Soviet Socialist Republics was approved by 9 votes to 1.

18. The PRESIDENT put to the vote sections (b) and (c) of part I of the report, setting forth the credentials of representatives of States non-members of the Council and of specialized agencies.

Those sections were approved by 11 votes to none, with no abstentions.

19. Mr. RYCKMANS (Belgium) asked that part I as a whole should be put to the vote.

Part I as a whole was approved by 10 votes to 1, with 1 abstention.

20. Mr. S. S. LIU (China) explained that he had voted for the credentials of his own delegation because he had not wished to show any weakness in the face of the unreasonable objection that had been made to those credentials.

21. Although he had voted against the credentials of two delegations, he had voted for part I as a whole because he did not wish to cast any doubt on the credentials of the majority of the delegations represented on the Council.

22. The PRESIDENT read to the Council paragraph 47 of the summary record of the Council's 524th meeting, held at the thirteenth session, which included a text proposed by the French representative for inclusion in the Council's report on its thirteenth and fourteenth sessions. The text referred to observers designated by Members of the United Nations to follow the work of the Council's thirteenth and fourteenth sessions and expressed the Council's satisfaction at that proof of interest.

23. Mr. EGUIZABAL (El Salvador) supported the French proposal that the Council should note part II of the report and refer to it in its report to the General Assembly.

24. The PRESIDENT proposed that the Council should adopt the French proposal to note part II of the report.

It was so decided.

25. Mr. RYCKMANS (Belgium) pointed out that the rules of procedure of the Trusteeship Council made no provision for observers to attend the Council's meetings or for the approval of any credentials other than those of representatives of States members of the Council and of States and specialized agencies invited to send representatives under rules 12 and 13 of the rules of procedure. Part II of the report was superfluous and it was only out of courtesy towards the Secretary-General that he had not objected to the proposal to take note of it.

General Assembly resolution 751 (VIII): revision of the Questionnaire relating to Trust Territories: interim report of the Sub-Committee on the Questionnaire (T/1128)

[Agenda item 14]

26. Mr. DORSINVILLE (Haiti), speaking as Chairman of the Sub-Committee on the Questionnaire, introduced the Sub-Committee's interim report (T/1128). The members of the Sub-Committee had decided that, in order to avoid lengthy and inconclusive discussions, they would begin by preparing a specific draft questionnaire for each Trust Territory rather than considering the work from a general point of view. The draft questionnaires would then be submitted to the Council for discussion and approval. The Sub-Committee had decided to begin with the questionnaire on Somaliland under Italian administration in view of the short period remaining before that Territory achieved independence. He proposed that the Council should take note of the interim report.

It was so decided.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122)

[Agenda item 4 (e)]

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

OPENING STATEMENT

27. Mr. SEARS (United States of America) introduced the special representative.

28. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had benefited from the Council's previous examination of conditions in the Trust Territory of the Pacific Islands. Although it had not proved possible, during the year under review, to apply all the recommendations made by members of the Council, many of which concerned matters of general policy and could be given effect only over a period of years, the guidance of the Council was sincerely appreciated.

29. The United States Government had made it possible for one of the principal authors of the petition from the Marshall Islands, Mr. Heine, (T/PET.10/28) to come to New York. Mr. Heine would be available to answer questions in the Standing Committee on Petitions.

30. At its twelfth session, the Trusteeship Council had recommended (S/3066) that a decision should be reached concerning the location of the Administration's headquarters. It had been decided within the last year

to establish the High Commissioner's headquarters in Guam pending the time when funds became available to construct a headquarters in the Trust Territory itself. Guam, however, was closer to the district centres of Koror, Yap, Truk and Ponape and rather closer to the district centre of the Marshall Islands than Honolulu. The Department of Public Health had already been moved to Ponape and the Department of Education to Truk; the fiscal and supply officer and his staff and the executive officer and his staff had been moved to Guam. The remaining very small nucleus would be moved to Guam within a few months.

31. The Administration was attempting to overcome the problem of the great ocean distances between the district centres and the numerous atolls by placing the islands in six geographical areas, each under the direction of a district administrator. The district administrators and their staffs understood the people and their problems and could give personal guidance and direction in most cases. In addition to personal characteristics, continuity of service and years of experience were very important in developing an effective district staff. In that respect, the Administration was still in the transition stage. Greater decentralization, less dependence upon the central district staffs and more dependence upon individual workers at key points was being considered.

32. The crucial problem confronting the Administration was the speed at which customs should change in Micronesia. The process of change could be hastened and the extended family or customary controls dramatically overthrown and replaced by a Western type of democratic system or there could be quiet evolutionary change over a period of years in response to the conscious needs of the Micronesian people. A year's observation of the changes currently taking place had convinced him that the rate of progress was certainly not too slow; it might indeed be too fast to be properly assimilated by the islanders. There was no doubt that in certain spheres change was sometimes unavoidable; at the same time it had become increasingly evident that the Micronesians must manage their own affairs to a very large extent and, if they were to do so, their self-reliance and confidence in their own ability must be restored. In the days before outsiders came, the islanders had successfully adjusted their lives to the limited land, fresh water and natural resources and to the perils of sea and storm with which they were more or less constantly confronted. The basic environment of the Micronesian people had changed only slightly and possibly superficially during recent decades. It would therefore be interesting to hear the Council's views on the Administration's policy of blending the old and the new and continuing to build upon Micronesian custom rather than insisting on the adoption of a cultural pattern that had evolved in regions with far vaster natural resources.

33. The question of elected versus customary or hereditary officials was a case in point. In the period under review, 97 out of 117 magistrates had been elected. In the old days leaders or chiefs had been selected on the basis of heredity and native ability; they had been trained and had been required to provide sound leadership if they wished to remain in power. It was open to question whether elected officials could be expected to be as competent and as responsive to the needs of their people as the old chiefs. The Administration felt that it would create less confusion if, while encouraging the election of officials, it also encouraged the responsible customary and hereditary leaders of the people to retain

their authority, thus blending the liberal and conservative elements of the Government.

34. The community and district courts presided over by Micronesians had continued to function with increased efficiency as the judges became more familiar with their duties and the provisions of the Code. During the past year Micronesian public defenders had been appointed in each district. They had worked under the direct supervision of the American public defender, who travelled throughout the districts and instructed them in the rudiments of law and court procedure. A ten-day intensive course for all Micronesian public defenders would be held within the next few weeks.

35. The island people had well-established codes of customary law to which the imposition of a single organic act for the whole Trust Territory would run counter in certain places. The Administration therefore preferred that the enactment of organic legislation and the application of the Code adopted for the Trust Territory, which was based on Western legal concepts and practices, should come slowly and in response to a felt need. In some cases, the need for new laws was well recognized; those laws were being enforced. In addition, efforts were being made to codify the great body of customary laws which must be kept in force. The preparation of a suitable organic legislation bill had been considered but it had been felt that such legislation should be postponed pending further observation of local needs. The codification of customary laws might also serve as a guide. The United States Congress had enacted a bill authorizing the continuance of the present government and administration of the Trust Territory and the appropriation of the necessary funds until 30 June 1960, by which time organic legislation appropriate to the needs of the area and the best interests of the Micronesian people would have been enacted.

36. The Administration favoured bicultural education, retaining the best of the old ways and gradually adding those aspects of modern life that would be beneficial to the Territory's economy and to the official life of the people. With encouragement the teaching of fundamental customs and domestic skills in the homes and communities could be restored, expanded and modernized at no public cost. The culture of the area had already been modified to a very considerable degree by the advent first of the Christian missionaries and later of the Germans, and many of the modifications had been accepted by the people. Many Micronesians were now requesting systematic formal education. The Administration had to decide whether they should be given an education that would wean them from their environment and from service to their people and lead them to seek employment in outside areas or whether some means could be found to give them the opportunity for self-expression that they sought within the Trust Territory. He would be interested to hear whether the members of the Council who had personal experience in administrative progress of dependent people would agree that it was wise to let the people find their own way to a considerable extent, while at the same time helping them in their efforts to improve their own conditions.

37. One hundred students were pursuing advanced courses in Suva, Guam, Manila, Honolulu and the United States. They were receiving training in medicine, dentistry, sanitation, nursing, general education, the priesthood and ministry, business and commerce, communications and certain skilled trades. The medical and dental students at Suva were being financed by the

Government of the Trust Territory. A few students were sponsored by civic and professional groups in Hawaii; several were sponsored by the Catholic missions in the Territory and many were working their way through school. Most of them intended to return to the Trust Territory to serve their people and improve conditions in their communities.

38. In view of the inevitably limited resources, it seemed wise not to introduce ways and standards that could not be maintained by the economy of the area. From the economic point of view, the problem was to develop a self-sufficient economy above the mere subsistence level. The Administering Authority had invested several million dollars in measures to achieve an economy that would support practicable standards of living, fitted to the islands' environment and resources, and capable of being maintained by the Micronesians themselves as and when they became self-governing.

39. Micronesia's main export crop was copra, but with the increase in population in the low islands there was a greater need for coconuts for food, and it had become necessary to improve coconut husbandry in order to maintain the excess available for export. A nursery and propagation centre for the selection and planting of quality nuts was being established on Jaluit Atoll, and seed selection and programmes to improve planting methods were under way. There was also reason to believe that the attempts to introduce the Scolia wasp to control the ravages of the rhinoceros beetle had been successful. In the high islands, the possibility of increased production and better soil conservation through the introduction of modern agricultural methods was being considered.

40. Efforts were also being made to improve and extend the Micronesian fishing industry, for purposes of local consumption and of export. A new and final phosphate-mining area had been opened up at Angaur, and the Jaluit rehabilitation programme was being continued, with the main emphasis on agricultural redevelopment. The search for new cash and subsistence crops for the Territory was also being continued; cacao seemed the most likely future source of cash income.

41. Other economic projects included the production of beef, on a small scale, the raising of pigs and poultry and the growing of tropical fruits and spices such as vanilla and black pepper. In the high islands reforestation projects were contemplated and being undertaken to assist soil conservation and provide timber. A systematic programme was under way to improve the quality and quantity of handicrafts, for which an adequate market seemed to exist.

42. In all fields the Administering Authority found it difficult to decide when to force the pace by the wholesale introduction of modern methods and when to let the people learn for themselves by observation and experiment. It would appreciate the advice and guidance of the Council in that respect. By way of compromise, new methods, and ways of obtaining new strains and growing new cash crops were demonstrated to chiefs and students so that they might adopt any idea which appealed to them. In political development also, a cautious policy had been pursued in the introduction of new methods and processes. The people were being led gradually to adopt democratic forms of government with free elections by secret ballot.

43. A further large problem facing the Administering Authority was that of the establishment of a suitable tax structure in order to permit the efficient func-

tioning of government institutions. The old system of taxation by the local chiefs, which sometimes took the form of tributes, was being broken down in favour of a more modern system of taxation, which, it was hoped, would prove adequate to cover local education and health service costs.

44. The presence in the Trust Territory of families from the United States following an American pattern of life acted as a spur to the Micronesians, who were acquiring the desire for similar benefits and advantages. Those desires were being met by the extension of the health service, teacher training and trade and technical instruction; the number and range of imports had been increased and funds were being raised through the institution of copper-processing taxes, import taxes and income taxes. The Administering Authority felt it important, however, to encourage self-reliance in the Micronesians by not allowing the demand for services and facilities to outrun the resources provided by an appropriate tax system.

45. Great progress was being made in the elimination of long-prevalent diseases such as yaws and in the improvement of the health of the Micronesians generally; the population had greatly increased since the introduction of modern drugs and medical practices. The number of medical personnel was rapidly being increased, and it included an ever-growing number of

Micronesians who had undergone formal training in the Central Medical School at Suva, in Fiji, for native medical and dental practitioners, or informal apprenticeship training in Trust Territory hospitals. New methods of dealing with leprosy were being tried out. A plan was under way for the establishment of two isolation units within the Territory under civilian administration to replace the leprosarium on the island of Tinian, which was administered by the United States Navy.

46. Another problem under active consideration was that of the employment of Micronesians in the Administration itself. So far Micronesians had been employed mainly on a temporary basis in construction, stevedoring, maintenance and repair work, but more and more Micronesians were being appointed to replace United States employees in permanent government positions. The total number at present occupying permanent posts was 1,262, distributed among the health, education, security and public safety, public works, agricultural and other services. The Micronesians were quick to respond to the on-the-job training provided and were proving competent and able in administrative work. At the higher level, they were learning the methods of democratic government in order to equip themselves for the time when their country, would become independent.

The meeting rose at 12.55 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Wednesday, 7 July 1954,
at 2.30 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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: United Nations Educational, Scientific and Cultural Organization, World Health Organization.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (continued)

[Agenda item 4 (e)]

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

OPENING STATEMENT (concluded)

1. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that lands used for administration purposes or by anyone except the indigenous inhabitants were regarded as being leased. In view, however, of the successive occupation of the islands by Spain, Germany, Japan and the United States, it was sometimes very difficult to determine who the owners were. The Administration was currently making a cadastral survey in an effort to solve the land ownership problem and to settle the claims made by certain inhabitants. Over-population of some of the atolls was also beginning to present a problem, and the Administration was considering the possibility of moving part of the population to other atolls or to the hitherto relatively under-populated hinterlands of high islands. The over-population was the result of the high birth rate and the improved health services.

2. The United States Congress had decided that the Island Trading Company should be terminated not later than 31 December 1954. It would be succeeded by a number of smaller trading firms owned wholly by Micronesians; those firms were already in existence

and engaged in the purchase of copra and the sale of manufactured articles.

3. Sea transport was a serious problem, as its provision was not a profitable proposition in so vast a region. The Administering Authority encouraged the indigenous inhabitants to operate small sailing craft with auxiliary engines, but for long distances larger ships were needed, which were more expensive to operate and had to be subsidized by the Administration. The increase of the copra production which the Administering Authority was trying to encourage also necessitated the development of transportation and the construction of new wharves.

4. The Administration was aware of claims for war damages, payment of yen, etc., which, because of precedents that would be established, it felt it must deal with cautiously; it hoped, however, that many of them could soon be settled satisfactorily.

5. The Administering Authority had noted that the population was taking a greater interest in the administration of the Territory. In that connexion, the setting up of district advisory committees — sometimes also called councils or congresses — marked an important advance, because those committees, which were composed of indigenous chiefs, elected representatives and other local leaders, would be gradually called upon to exercise increasingly broad legislative powers.

6. The Administering Authority had availed itself of the advisory services of the Pacific Science Board, a division of the National Research Council of the United States, and of the South Pacific Commission. It endeavoured to implement the recommendations of those bodies whose objectives were entirely in keeping with the wishes expressed by the Trusteeship Council.

7. Micronesian society was the product of centuries of evolution and had been influenced by the foreign Powers which had successively occupied the Territory. The indigenous inhabitants had a deep desire to increase their capabilities, and it was the Administering Authority's intention to help them to advance, so that they could broaden their knowledge and raise their standard of living.

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE

8. Mr. RYCKMANS (Belgium), noting that a distinction was apparently drawn between the Territory as a whole and the Saipan district, wished to know the reason for the dual organization and how liaison between the two regions was maintained. He also asked why Rota was linked to Guam.

9. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the United States Government reserved the right, for strategic reasons, to place all or part of the Trust Territory under military government. However, the present Saipan government was a civil government under the Navy, which maintained close contact with the Department of the Interior; the latter was responsible for the Territory, with the High Commissioner

and his staff in Honolulu and the Executive Officer on Guam.

10. Mr. PIGNON (France) noted that the atoll of Truk and the island of Saipan now had district councils. He wished to know whether Yap also had a council or whether it still had the council of chiefs which had been functioning in 1953.

11. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the existing advisory council had not changed since the preceding year. It was, however, playing an increasingly important part as shown by the prompt action it had taken in the case of a recent typhoon.

12. Mr. PIGNON (France) recalled that in 1953 the Hold-over Committee of the Marshall Islands Congress had taken exceptional interest in its work. On the other hand, it had been the impression of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, that the Palau Congress did not perhaps fully understand its task. He wondered whether the Administration had noted any progress in that connexion.

13. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that it had. He pointed out that he had just approved a new charter granted by the Administration to the Palau Congress after several month's consultation with the chiefs of the population.

14. Mr. SINGH (India) wished to know whether the thermonuclear tests which had been held in the area had affected its geography.

15. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that two islands, one of which had been artificially constructed, had disappeared. Both had been uninhabited and without coconut trees.

16. Mr. SINGH (India), noting that according to the 1953 Visiting Mission's report (T/1077) there were 2,141 islands, inquired whether the two islands that had disappeared were included in that number, whether they had been cultivated, whether there had been any vegetable or animal life on them, what their size was and where they had been situated.

17. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the figure of 2,141 islands was approximate, depending on one's definition of an island, and was therefore more in the nature of an estimate; hence, it was impossible to state whether the island which had disappeared, and which had been very small, had been included in that figure. That island had been in the Eniwetok Atoll and had had little vegetation on it. The second island he had mentioned, which had been man-made, had been in the Bikini Atoll and had had no vegetation.

18. Mr. SINGH (India) asked whether the thermonuclear tests had affected the vegetation or animal life of neighbouring islands.

19. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that a survey of the effects was in progress and that he hoped to have more information to give on the subject in the near future.

20. Mr. SINGH (India) was glad to note from paragraph 43 of the 1953 Visiting Mission's report that a legislative advisory committee had been established. The

annual report for 1952-1953,¹ however, stated that the committee had been discontinued at the end of 1952 and he would like further information on the matter.

21. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the committee's main task had been to prepare a code of laws; with the promulgation of the Code, it had ceased to serve a purpose and had therefore been discontinued. He was not absolutely certain of the dates, but he thought that the Visiting Mission's report referred to the committee's work on the preparation of the Code. The former legislative advisory committee composed of staff at the High Commissioner's headquarters had been replaced by permanent advisory committees of Micronesians in the various districts.

22. Mr. SINGH (India) asked for information concerning the conference mentioned in paragraph 42 of the Visiting Mission's report, which was to have been held at Truk in April 1953.

23. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) stated that the conference had been held in July 1953. It had been found, however, that in view of the political inexperience of the population it would be premature to develop a Territory-wide legislature and the conference had not led to significant results. Nevertheless some progress was being noted; the various district chiefs were maintaining increasingly close contact with one another and were in that way acquiring greater experience.

24. Mr. SINGH (India) noted that the Visiting Mission had recommended in paragraph 45 of its report that the regional organs should be granted greater legislative authority so that they might thereby gain more political experience. He wondered whether the Administration had taken any steps to that effect since the Visiting Mission's departure.

25. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) pointed out that the district congresses were purely advisory and that the Administration had not yet established formal district legislatures. Nevertheless, the district administrators and the High Commissioner almost always accepted the advice of the district leaders.

26. Mr. SINGH (India) inquired whether the Saipan Congress was similar to a district council.

27. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands), replying in the affirmative, said that the district of Saipan now had a congress composed of eleven councilmen and fifteen commissioners elected for one year.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

28. Mr. SINGH (India) noted that between 1949 and 1953 the number of Micronesians employed in the Administration had fallen by 14 whereas the number of United States employees had risen by 129. He wondered how those figures could be reconciled with the constant assurances of the Administering Authority that its policy was to increase the number of Micronesians employed in the administrative services.

29. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that after

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952 to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

1949 there had been a gradual transfer from a military to a civilian administration, and the apparent increase in the number of United States employees was no doubt accounted for by the fact that civil officials had systematically replaced the Naval officers and enlisted men, who had not been counted among the Administration's staff. Since the inauguration of the civil administration, the budget had been very considerably reduced and as a result there had been a fall in the number of United States employees and a consequent increase in the number of Micronesian employees. The Micronesians were thus acquiring a growing experience of administration and were coming more and more to replace United States officials, whose number had been further reduced since the period covered by the annual report and even the period covered by his opening statement.

30. In answer to further questions from Mr. SINGH (India), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that the Administering Authority was constantly concerned, first to adjust the number of administrative officers to the economic capacity of the Territory, and secondly, to develop the economy in such a way as to enable the Territory to finance the minimum administrative machinery it needed. The progressive reduction of expenditure and of budget credits for administrative staff, and the success achieved in the development of the Territory's economy showed that that objective was gradually being attained and it was hoped that the goal would be reached in about ten years' time. That, of course, was simply a guess, and there was considerable difference of opinion both among the experts on the Administering Authority's staff and among the Micronesian leaders themselves as to how many United States employees would be required in supervisory posts in the administration in ten years' time. The Administering Authority was adopting a very cautious attitude in the matter.

31. Mr. SINGH (India) hoped that the Administering Authority's succeeding reports would contain more information on that matter so that the Council could judge what progress was being made in that direction from year to year and whether or not efficiency and economy in administration were being maintained.

32. Sir Alan BURNS (United Kingdom) asked for information concerning the use made of the facilities for legal aid available to the population.

33. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the indigenous inhabitants of the Trust Territory often found it difficult to understand the provisions of a code of law based on the British common law and containing features adopted from various other legal systems. The United States judges applied the Code with great discretion and understanding. They were assisted by the indigenous judges whose number had recently been increased; the latter were given an elementary legal training in the Trust Territory Code, and were well acquainted with local customs. The people could also call upon the services of the United States Public Defender, who was thoroughly versed in their customs and was very active on their behalf. In that way justice was done and the people did not feel that they were subject to regulations which appeared capricious because they failed to understand them.

34. In reply to a question from Mr. DORSINVILLE (Haiti), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the former inhabitants of Bikini Atoll had been offered the

Rongerik Atoll by the Administering Authority, but had rejected it as unsuitable. It had not been possible to find another atoll which would meet their requirements and was unoccupied, for they did not wish to become subject to another people's rules and regulations. They had therefore been moved to the island of Kili, which was some thirty miles from the large atoll of Jaluit; arrangements had been made for them to go to Jaluit to fish and to use certain islets of that atoll as bases, and those arrangements had been accepted. The Administering Authority had thus made considerable progress in dealing with that delicate problem and was confident that its plan to improve their situation would prove satisfactory.

35. In reply to another question from Mr. DORSINVILLE (Haiti), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the posts of district administrator had originally been filled by Naval officers and were now filled by civilians except that the present Administrator of the District of Saipan was in fact an officer of the United States Naval Reserve. The status of the Territory's administrative employees who were civilians but did not enjoy full civil service status was at present under discussion. While the officers administering the Saipan district were members of the Naval Reserve, certain departmental officers such as those in the Education Department were civil servants.

36. Mr. DORSINVILLE (Haiti) noted that according to the statements of the Administering Authority the indigenous inhabitants found it difficult to assimilate the concept of self-government and accept the idea of taking part in the administration of their own country. He wondered whether any progress had been made in that respect and whether the Administering Authority had taken steps to educate the population. He was afraid that if public opinion remained sluggish, many years would elapse before the population was ready to assume control of the Territory. In addition, he wished to know why 20 of the 117 municipalities still did not elect their magistrates and other officials.

37. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administering Authority was encouraging the Micronesian people to discuss their own problems, to make recommendations for their own laws and regulations, to elect their local officials by secret ballot and to assume more and more responsibility for the administration of the Territory, as they were already doing in almost all the municipalities. They were being encouraged to take an active part in improving the situation in various branches of the country's life. They were thus gradually learning modes of action entirely different from those which had prevailed during the period of government by the extended family or clan. The Administering Authority's attitude must be governed by a spirit of sympathy and understanding, and sound judgment was required in order that progress might be balanced and that independence might be brought about in the best possible way. The Administering Authority did not wish to force the indigenous inhabitants to change their attitude forthwith; it was concerned rather with granting them greater and greater responsibility as they showed a desire for it and became competent to assume it. Steady progress was being made in that direction and there was no unrest or discontent.

38. The twenty municipalities to which the representative of Haiti had referred were almost all in the Yap

district, where the people had resisted change under all the Territory's successive administrations. Moreover, they lived in a remote area which was difficult to reach, and they had up to now managed their own affairs relatively well. For the time being, therefore, it appeared preferable not to disturb their customs by insisting on the adoption of new methods. Furthermore, although the Yap people were conservative, they were none the less ambitious and were sending their young people away to be educated in the intermediate and mission schools. It was therefore to be expected that they would gradually advance towards the goals set by the Trusteeship System.

39. Mr. LOOMES (Australia) asked what kinds of cases were brought before the district and community courts which were presided over by local inhabitants, and whether those courts enjoyed the complete respect and confidence of the people.

40. He noted that the district court judges were appointed for periods varying from one to four years and that the community court judges were appointed for one or two years. In view of the need to train indigenous judges in the administration of justice and in the exercise of judicial functions, he wondered whether those periods were adequate, and if the Administering Authority had considered extending the judges' tenure of office.

41. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the judicial section was entirely separate from the executive section; the latter in no way influenced decisions of the courts, nor did it review their findings. It appeared that the people were beginning to understand the judges' concern for justice and the fairness of the Code. Far from considering the courts harsh, the Micronesians tended rather to consider them too lenient; they were frequently at a loss to understand why, instead of promptly taking summary action against the accused when, as they thought, the court ought to know that he was guilty, the judge entered upon the detailed and, in their eyes, complicated procedures laid down by the law. He would, however, study the question further and give a more detailed reply at a later stage.

42. As for the tenure of office of municipal and local magistrates, the present was a training period; as the magistrates became competent and acquired a reputation for fairness, it would be possible to extend their terms of office. At the present time a magistrate who acquitted himself well could be re-elected.

43. Mr. LOOMES (Australia) asked what had prompted the Administering Authority to abolish capital punishment and what had been the results of that experiment.

44. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that since the United States Administration had entered upon its functions, no crimes had been committed in the Territory which would have called for capital punishment in the United States itself. The decision to which the representative of Australia had referred might, however, be changed.

45. Replying to a further question by Mr. LOOMES (Australia), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administering Authority had an active programme of training, and the United States personnel was endeavouring to develop the skills of the indigenous inhabitants as much as it could while performing its own tasks. The manuals used by the instructors had

been prepared specially for the Trust Territory, although the training given to the indigenous inhabitants for many of the trades was the same as in other areas. There was no vocational school, but some students were following vocational courses outside the Territory. Most of them were learning while working. As regards the recruitment of United States personnel, the methods used were those followed by the United States Civil Service in assessing qualifications and experience and in the system of investigation and interview. Officers recruited for the Trust Territory took a special course at Honolulu before proceeding to their duty station. On their arrival, the district administrator and the members of his staff continued that special training where necessary.

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

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

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

GENERAL DEBATE (concluded)

46. Mr. EDMONDS (Special representative for Western Samoa) thanked the members of the Council for the care and attention with which they had considered conditions in the Trust Territory of Western Samoa. The records of the Council's debate would be thoroughly studied by the Administering Authority and the Territorial Government, and would provide valuable guidance. It was true that much remained to be done in Western Samoa, as the Administering Authority was the first to admit; it never failed to make use of any opportunity of reminding the Samoans that there lay ahead of them even greater tasks than those which they had already performed and of which they could be justly proud.

47. The Administering Authority would, of course, take into account the remarks about universal suffrage and would bring those remarks to the notice of the people of the Trust Territory. But, as the United Kingdom representative had stressed, the ideal solution was not always immediately attainable, and it had to be borne in mind that conditions in Western Samoa were unique. What mattered was that all efforts should be directed towards the universally recognized ideal, and the Administering Authority would attend to that. It was also seeing to the establishment of an efficient system of local government and the recent setting up of the Local Government Board was a decisive step in that direction.

48. Turning to the judicial field, he stressed that the judiciary enjoyed absolute independence. The High Court gave close attention to the training and activities of the district judges, and it would soon be possible to build up a more efficient system of lower courts.

49. With regard to economic matters in the Territory, the Administering Authority agreed with the members of the Council that in that field lay some of the most difficult problems, which could only be overcome by a concerted effort of the people. Only on the basis of

ever-increasing *per capita* production could the future State of Western Samoa hope to maintain its stability, its standard of living and its freedom of action.

50. He regretted that he had not been able to give the Council more definite information regarding the Territory's customs tariff, and he undertook to remedy that defect the following year. It had to be remembered, however, that any decision in the matter was the concern of the Samoans themselves; they were naturally cautious, as customs dues were the greatest single source of the Territory's revenue and were likely to remain so for a considerable time.

51. The Administering Authority would certainly take careful note of the helpful remarks regarding the possibilities of forming co-operative societies and of making greater use of available domestic capital. Those remarks were, moreover, in line with the Administering Authority's own ideas. Nevertheless, the domestic market for agricultural products and the products of secondary industries was not unlimited. Furthermore, the current margin of profit obtained from export crops was so high that it acted as a deterrent to investment in new "treatment" industries. The Administering Authority intended, nevertheless, to encourage, in so far as possible, profitable investment in certain primary and secondary industries, and in the meantime its own investment in capital works was of course steadily increasing.

52. The Administering Authority and the Territorial Government both recognized that the Territory required the services of a doctor with special training in the treatment of tuberculosis, and were trying to find a suitable person.

53. The Administering Authority also agreed that special efforts had to be made during the next few years in building up educational facilities, but there again the co-operation of the Samoans was indispensable. In that connexion, several members of the Council had stressed the need for a public library. Their remarks would be received with great pleasure by all the inhabitants of the Territory interested in the project, and the Council would probably be advised next year of the relevant action taken.

54. On the whole, the year under review had been primarily a year of preparation. Basic studies, such as the economic survey and Dr. Beeby's and Mr. Duncan's reports, had been concluded and would serve as the basis for considered action, which would thereby be more certain of success. The fact that the members of the Council seemed to appreciate the worth of that preliminary work was a source of encouragement to the Administering Authority.

55. He thanked the Indian representative for his illuminating statement at the 549th meeting, which would be carefully studied by the Administering Authority and by Samoan leaders. He wished, however, to stress that it was not accurate to say that the Administering Authority merely wished to unload its responsibilities. It was indeed highly aware of its obligations under the Trusteeship Agreement, and wished to endow the Territory for which it was responsible with the institutions which would best prepare it for self-government. The Samoans did not in any way shrink from authority, but were considering the best way of assuming it. The Indian representative's comments concerning institutional reforms and self-administration were most thought-provoking, and it was to be hoped that the constitutional convention would make

some specific recommendations on that score. As regards self-administration, he drew the Indian representative's attention to his statement on the subject at the 543rd meeting, which showed more clearly than the annual report² what progress had been made in that field.

56. The Syrian representative had very rightly observed that reforms must not be forcibly imposed. That was exactly the attitude of the Administering Authority. The Samoans were aware that the Administering Authority had, under the Trusteeship Agreement, undertaken to respect their customs. It had to be remembered that the earlier attempts of the Administering Authority to progress faster than the Samoans thought warranted had resulted in ten years of non-co-operation. The Government consequently had to proceed with care, especially in the matter of land ownership, and constantly to modify its course as circumstances changed. He was pleased to find that, generally speaking, the Syrian representative's suggestions followed the main lines of the statement of the New Zealand Prime Minister of 19 March 1953 (T/1079, annex I).

57. Turning to the more specific points raised by the Syrian representative, he pointed out that, under the Anglo-Saxon system of law, a forty-year lease did not vest in the tenant any right of alienation, and the owner's interests were consequently in no way imperilled. He also stressed that although the legislative measures of the New Zealand Parliament were still subject to the assent of the Crown, no one had ever thought of suggesting that the New Zealand Parliament had no legislative powers. The Legislative Assembly of Western Samoa was in a somewhat similar position except that, as Western Samoa was a Trust Territory, it could not claim full sovereignty.

58. He assured the USSR representative that the most cherished desire of the Administering Authority was to see Western Samoa become a strong self-governing State. That was abundantly clear from the New Zealand Prime Minister's statement. Hence it was regrettable that the USSR representative had at times arbitrarily selected and interpreted certain facts. He would like to refer the USSR representative once again to his initial statement, and to his answers to various questions put during the debate on the powers of the Legislative Assembly and the number of posts held by Samoans in the public service. The USSR representative would find that the Assembly, which he had termed unrepresentative and undemocratic, enjoyed the complete confidence of the people in the Territory.

59. He readily agreed with the USSR representative that the *matai* system should not be bolstered up. That was one of the reasons why it had been decided not to recognize the indigenous courts. The Administering Authority constantly endeavoured to explain to the Samoans that the modernization of their political and economic institutions was to their advantage, but it had to be remembered that many Samoans were convinced that their form of society was far more truly democratic than many other systems which claimed that epithet. The Samoans were not as ignorant of the outside world as some seemed to believe. Quite a number of them read the newspapers, listened to the wireless, and found it

² See Report by the New Zealand Government to the General Assembly of the United Nations on the Administration of Western Samoa for the Calendar Year 1953, Department of Island Territories, Wellington, 1954.

difficult to accept that outside Samoa all was for the best in the best possible of worlds.

60. In order to eliminate all misunderstanding on the part of the USSR representative, he pointed out that, as far as he knew, no officials would take part in the constitutional convention. In any event, it had never been decided that only *matais* should be present at the convention. He added that for many years the Government had not taken any Samoan land except for certain necessary public works. The indigenous inhabitants owned over seven-ninths of the land in the Territory, and in addition the Government had recently acquired large tracts of land which it intended to place at the disposal of Samoan farmers. Lastly, he stressed that the Prime Minister's statement concerning the handing-over to Western Samoa of the New Zealand Reparation Estates was very clear, and contained only certain temporary safeguards necessary until such time as the Territory was self-governing. The Administering Authority had undertaken not to spend the accumulated profits of the New Zealand Reparation Estates, amounting to some £200,000, until it had consulted the Territorial Government, which, in fact, meant the Executive Council. However, it was the Legislative Assembly which had the last word in the matter, as also in deciding on the appropriation of the £500,000 which the USSR representative wished the Administering Authority to spend. Mr. Edmonds had described earlier the reaction of the members of the Legislative Assembly when they had been approached on that subject by the High Commissioner. In that field as elsewhere, the Administering Authority was determined to respect the wishes of the Samoans and to avoid any action that might disturb the atmosphere of mutual trust prevailing in the Territory.

61. Some of the USSR representative's criticism was doubtless justified. The Territory needed more hospital facilities and more staff; both would be obtained in time. It required more teachers; measures were being taken to find them. In the field of education, the Government was endeavouring to implement the recommendations of the Trusteeship Council and UNESCO. It was, moreover, studying the suggestions put forward in Dr. Beeby's recent report. In that connexion, he pointed out that the USSR representative, while relying on certain statistical data cited in that report in order to criticize education in the Territory, had disregarded Dr. Beeby's own reservations regarding those statistics.

62. Recalling certain other comments made during the debate, he stressed, in particular, that the export figures for recent years and the Territory's general prosperity did not justify the statement that agriculture had not gone far beyond the growth of food crops. He denied, furthermore, that the importance of the Prime Minister's statement was being in any way minimized. On the contrary, the Samoan people were deeply interested in the proposed plan, and it could be said that in 1953 the Territory had advanced towards the objective of self-government. Historical accidents, or socio-political proclivities, apparently induced the Samoans to cling jealously to their customs and traditions. It might also be that their culture was best suited to their present stage of development. But when the Trusteeship Council expressed the opinion that certain changes were desirable, and even necessary, it was only echoing the oft-repeated view of the Administering Authority. He himself earnestly hoped that those inevitable changes would be wholly to the advantage of the Samoan people.

The meeting rose at 5.55 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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 agency: International Labour Organisation.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (continued)

[Agenda item 4 (e)]

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

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

1. In reply to a question by Mr. MUNRO (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that citizens of the Trust Territory were described as such in the passports issued to them for travel outside the Territory; they were not citizens of the United States. Travel documents were issued by the High Commissioner and were thereafter submitted to the Department of State. Apart from the short time required for that process, he did not think that inhabitants of the Trust Territory suffered any inconvenience; during their stay abroad they were given protection by the United States diplomatic and consular service.

2. In reply to a further question by Mr. MUNRO (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said the possibility of introducing trial by jury had been considered but it had been found that the jury system was incompatible with indigenous customs. In the past the chiefs had been the judges. In serious cases, a group of three or four judges sat in council; very minor cases were dealt with by a magistrate.

3. Mr. MUNRO (New Zealand) said that in some communities a judge sat with assessors, who were to some extent jurymen; the possibility of introducing that system might be considered.

4. As there were presumably considerable differences between the laws applicable in the various islands, he

wondered whether the indigenous judges were capable of dealing with any difficulties that might arise.

5. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that if a case arose in which a citizen of one district was apprehended in a different district for some offence, the local magistrate would wait until he could have the assistance of a travelling higher court judge. In addition, the district administrators concerned would communicate with each other in order to remove the possibility of injustice or misunderstanding.

6. In reply to further questions by Mr. MUNRO (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that despite the differences of language and customary law the Micronesians were all islanders and already had much in common. He felt that there was a real possibility of developing an understanding among all the districts and a common code in due time.

7. Where local congresses were bicameral, the upper house was as a rule the house of the chiefs: in some cases they had no vote. The lower house consisted of elected representatives.

8. Measures which the Administration intended to put forward were explained by the district administrator at the beginning of the congress and were discussed with the "hold-over" committee during the year. It would be most unusual for a district administrator to take any action in conflict with the expressed wishes of the people.

9. With regard to the decentralization of administrative departments, one of the great difficulties was the vast area over which the islands extended. Development of the High Commissioner's headquarters into a kind of capital or concentration upon the district centres would not solve the problem. In the district islands and atolls the best solution was to appoint good representatives to give leadership in community development.

10. As regarded the rate at which change should occur in the Trust Territory, definite efforts had to be made to bring about change in some fields. In the field of health, for instance, the scourge of yaws had been wiped out and measures were being taken to deal with tuberculosis, leprosy and other common diseases; in agriculture, modern methods were being actively applied to improve strains and increase yields; an increase in the production of copra was being encouraged by the improvement of surface transportation. In those and other ways positive efforts were being made to effect change. In the matter of customs and political development, however, a cautious policy was being pursued because it was thought that no good purpose could be served by imposing modern forms of government before the people had evolved sufficiently to understand and desire them.

11. In reply to questions by Mr. RIFAI (Syria), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that never in all the period of Spanish, German and Japanese domination had the islands acquired national status. For the

duration of the trusteeship, they were regarded as a political entity and the citizens had rights that were guaranteed by a bill of rights incorporated in the Code of the Trust Territory.

12. Immigration was restricted, first, for reasons of security, and secondly, because the population density was high in relation to the land area. It had been found necessary to remove the Japanese colonists who had been settled in the country and requests to take some of them back had been refused. To his knowledge no non-Micronesian, other than one or two who had married Micronesians, had been granted a permanent residence permit since the close of the Second World War, although tourists, newspaper correspondents and others had been permitted to enter the Territory for short visits. There were of course a very few non-Micronesians of long pre-war residence in the Territory.

13. With regard to co-ordination of programmes and work between the district of Saipan and the remainder of the Trust Territory, in addition to constant liaison between the High Commissioner and the Commander-in-Chief, United States Pacific Fleet, the District Administrator of Saipan was in constant touch with the High Commissioner's staff at Guam. There was also close liaison between officials at the district level.

14. The executive orders of the President of the United States, referred to on page 7 of the Administering Authority's annual report,¹ had successively assigned responsibility for the functions of the Administering Authority: first to the Navy; then to the Department of the Interior; then to the Navy, first in respect of Saipan and Tinian for strategic purposes and later in respect of the other Northern Marianas except Rota. He would be glad to furnish copies of those orders if needed.

15. Mr. RIFAI (Syria) asked whether the people of Saipan still entertained the desire for a unicameral municipal congress which they had expressed to the United Nations Visiting Mission to Trust Territories in the Pacific, 1953.

16. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that, after careful consideration, the people of Saipan had apparently recognized the existence of two elements in the population and had requested a bicameral congress of the type at present in existence, namely, a chamber of eleven elected councilmen and a chamber of fifteen precinct commissioners. All elections were by secret ballot; the mayor, a full-time salaried official, was elected for two years.

17. Mr. RIFAI (Syria) asked why, whenever the Administering Authority's annual report mentioned self-government as an objective for the future, no mention was made of independence.

18. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) felt that, so long as the Trust Territory was a strategic area, it would be inappropriate to think in terms of complete independence. So long as the Territory remained under trusteeship, it would to some extent also be inappropriate to think in terms of complete and unsupervised self-government.

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

19. The Administering Authority used the expression "self-government" in a relative sense. Many sections of the Territory enjoyed virtually complete self-government. The people got along very well with almost no intervention by the Administering Authority, which confined its attention to their health, education and the like. More regulation was necessary in areas where the Micronesians came into frequent contact with the Americans, and the Code covered those requirements. The High Commissioner and his staff did not seek to extend their influence and control but to reduce the need for the imposition of regulations by the Administering Authority; to encourage the election of representatives—a new departure for the Territory; and to work through the people. The Administering Authority, lacking the personnel for detailed administration, eagerly encouraged the growth of self-government, but would have to maintain supervision as long as the islands remained a Trust Territory and a strategic area.

20. In reply to questions by Mr. QUIROS (El Salvador), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that United Nations Day was celebrated in the schools throughout the Territory and that the curriculum included the writing of essays on the United Nations. The United Nations flag was flown alongside the United States flag. In district centres and in schools within a wider area round those centres, there was a general consciousness of the Territory's status as a United Nations Trust Territory, and awareness of that status was growing in the rest of the area.

21. The people realized that no taxes were paid to the United Nations or to the United States. Apart from a few taxes which were administered for the Territory as a whole and which it was intended to convert to levies at district levels, the taxes raised were administered for the municipalities or the districts, the operation of which was fully understood.

22. Fluent Spanish was spoken by some of the inhabitants of the Marianas and Guam, and to a far lesser extent by some inhabitants of the Caroline and Marshall Islands, where Spanish influence had been less strongly felt. German had been introduced more recently than Spanish and was spoken fluently by a few inhabitants; English was the present official language. He knew of no families which spoke Spanish or German at home, and of few which spoke English at home.

23. Mr. S. S. LIU (China) asked whether the United States Government contemplated enactment of an Organic Act while the Code of the Trust Territory was still in the experimental stage, or whether the enactment of such an Act depended on the Code's success. He also asked how long the Government would consider the measure before submitting it to Congress.

24. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the enactment of such an Organic Act took a considerable time because of the variety of interests affected. Several drafts had been prepared, one of which had been submitted for his endorsement on his appointment as High Commissioner. He was in favour of such an Act but had asked permission to withhold his endorsement until he had been able to consult the people of the Territory as to the Acts' contents. Efforts had subsequently been made, and would continue to be made, to arrive at a draft agreeable to all parties, and it was intended to complete it in time for enactment by 1960, when the existing authorizing legislation expired. Meanwhile he

did not consider that the people would suffer by the absence of such an Act.

25. The Code was being applied successfully and the people were becoming acquainted with it. It would be kept in use, and modified in the light of experience.

26. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to the special representative's statement regarding the unilateral exclusion by the Administering Authority of the grant of independence to the Trust Territory and to the statement in the annual report (p. 10) that "self-government in the Trust Territory of the Pacific Islands is limited, at this time, to local government of the municipalities", asked whether the Administering Authority had any specific plans to grant self-government, as understood in Article 76 of the Charter, to the Territory, and by what date.

27. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that no date had been set for the grant of self-government, though progress towards that objective was the Administering Authority's policy and was steadily being made. The people would be able to govern themselves according to their own codes without difficulty, but would require more time to learn self-government according to the Code which new and higher concepts, for instance of property, had made necessary.

28. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that in the path to self-government an important measure would be the establishment of all-territorial legislative and executive bodies in which the indigenous population would participate. However, so far there had been no such bodies established, although from year to year the Trusteeship Council was told by the Administering Authority that the establishment of a legislative organ for the whole Trust Territory was allegedly in the plans of the Administration. He asked the special representative whether the Administering Authority had any concrete plans, with time-limits, for the establishment of legislative and executive organs in the Territory with the participation of the indigenous population.

29. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that, in his and his staff's opinion, it was not yet possible to predict a date by which a fully representative and fully competent central legislature could be set up. A nominal central legislature could be established without delay, but would not serve the purpose. A start had been made the previous year by convening for the first time the Territory-wide representatives' council, which had made considerable progress in the appreciation of readily understandable mutual problems and must constitute the point of departure for the development of a territorial legislature.

30. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that, in view of the fact that there were no legislative or executive organs in the Trust Territory and that the authority was vested in the United States civil and military administration, a question arose as to what participation the indigenous inhabitants had in the administration of their country. He asked what steps the Administering Authority had taken to fulfil its obligation, under Article 76 of the Charter and article 6 of the Trusteeship Agreement, to promote the development of the Trust Territory towards self-government or independence, to give to the inhabitants of the Trust Territory a progressively increasing share in the administration of the Territory and to develop their

participation in government. He asked what responsible posts in the Administration were occupied by the indigenous inhabitants.

31. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the Administration was endeavouring to train Micronesians to replace United States personnel in positions of authority. So far no Micronesians were employed in administrative posts on the High Commissioner's staff, although many were performing increasingly important services as administrative assistants at the district level, in charge of sanitation for example, and many others were employed in the skilled trades. The congresses of the Micronesians in the various districts were becoming increasingly competent, effective and influential. He would endeavour to give the Soviet Union representative a list of the Micronesian employees by office.

32. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to the special representative's statement (550th meeting) that there had been a decrease of 26 in the number of Micronesians employed by the Administration, asked what posts those Micronesians had occupied.

33. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that he would endeavour to obtain that information.

34. Mr. OBEREMKO (Union of Soviet Socialist Republics), referring to the allegation by the Administering Authority that many Americans in the Administration had been replaced by Micronesians, asked for concrete data concerning the posts which had previously been occupied by Americans and were now allegedly occupied by Micronesians. He invited the special representative to take, for instance, the annual report for 1949-1950,² which contained information about the administrative structure of the Government and, by looking through the columns covering administrative posts and giving the occupants, to indicate the posts which had been occupied by Americans in the past and were now filled by Micronesians.

35. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) observed that there had been many changes in the number of employees as a whole, both American and Micronesian; the number of positions had been reduced because of reduced budgets. He assumed that the Soviet Union representative was chiefly interested in ascertaining to what extent the Micronesians were taking over government posts and replacing Americans. The Administration's general policy was to permit Micronesians progressively to replace Americans, although as long as the Pacific Islands were a Trust Territory, some supervision and surveillance by the Administering Authority would probably continue. He would endeavour to obtain concrete information on the number of Micronesians in the various posts.

36. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked what was the number of Micronesians who, as the special representative said, were receiving on the job training, and for what posts they were being prepared.

37. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that if he

² See *Report on the Trust Territory of the Pacific Islands for the Period July 1, 1949, to June 30, 1950, transmitted by the United States to the United Nations, pursuant to Article 88 of the Charter of the United Nations*, Department of the Navy, Washington, D.C., 1950 (OPNAV P22-100-J).

had the data with him, he would give the USSR representative that information as soon as possible.

38. The PRESIDENT invited members of the Council to ask questions concerning economic advancement.

39. Mr. RYCKMANS (Belgium) drew attention to a discrepancy between pages 28 and 29 of the annual report. On page 28 it was stated that municipal or local revenues were not available, whereas on page 29 the figures were in fact given for the Saipan district.

40. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that he would inquire into the matter.

41. In reply to a number of questions by Mr. RYCKMANS (Belgium), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the municipal capitation taxes varied from approximately \$1 to approximately \$5 per annum.

42. Lantana had been introduced into Micronesia as an ornamental shrub but in a few places it had spread uncontrollably and was choking other plants so that it now constituted a serious pest. Predators and blights which attacked it had been discovered and were being introduced into the Trust Territory in an effort to control it.

43. The Island Trading Company had been managing the Saipan Copra Stabilization Fund as the agent of the Copra Stabilization Board. When the Island Trading Company is liquidated at the end of 1954, the Stabilization Fund will be directly managed by the Stabilization Board. Consideration had been given to maintaining the Fund by means of levying a substantial export tax on copra. In any event, it would be continued.

44. The land claims of Mr. Carlos Etscheit, a Belgian national and long-established resident of the Trust Territory, and others had not yet been settled but they probably would be in the near future. It had been found that for a number of practical reasons it would take longer than had originally been anticipated to reach a definite settlement. The staff working on the land claims had been increased and the Administration was fully aware of the importance of the problem.

45. It was not profitable, except perhaps in wartime, to work the bauxite resources on the islands because the ore was very low grade. Moreover, the strip mining of bauxite caused serious soil erosion. The Administration had approximately 20,000 tons of washed bauxite ore available for sale and had been trying to dispose of it during the past year. However, the Japanese and other potential buyers could get better ores for less than it would cost them to ship the ore from the islands.

46. There was only a very limited quantity of manganese on the islands and it was inaccessible and too expensive to work. Generally speaking, the Territory's mineral resources could not be counted on as a future source of revenue; the islands were chiefly volcanic basalt and coral and contained few valuable minerals. Economic advancement must be achieved through the improvement of agriculture, fisheries and surface transportation.

47. In the past, most of the tuna for commercial purposes had been caught by pole fishing. The fish were chiefly of the skipjack variety, which was found in schools on the surface. Recently, however, the schools

of skipjack had become harder to find, in addition to which other tuna were superior. A new system known as the long-line system had therefore been devised. Various companies and groups from the west coast of the United States, Hawaii and Japan were experimenting with the new system.

48. Taro had to be grown in swamp land, which was very limited on coral islands. On Angaur the swamp land lay in depressions where the phosphate had formed a heavy cap over the limestone, thus preventing the salt water from rising. By October, all the phosphate areas on Angaur would have been mined except ten acres available in the north. Those ten acres were suitable for growing wet-land taro and would be sufficient to meet the needs of the northern clans. The people in the southern part of the island had similar swamp land for taro growing, but the acreage was not sufficient to justify the further mining of phosphate.

49. In reply to questions by Mr. LOOMES (Australia), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that a small-scale coffee-growing project had been established in Saipan under the auspices of the Navy. Agriculturists were working on the project and an exportable quantity of coffee might be available in another year or so. A certain amount of coffee was grown in the Palaus and the plantations were being carefully pruned in the hope that it might be possible to export some coffee while prices were high. He was not very optimistic about the ability of the islands to compete successfully with other coffee-producing areas in the world, except in times of very high prices.

50. There were no co-operatives in the Trust Territory. The organization known as the Ponape Co-op was in fact a stock company. Most of the district centres had well-organized stock companies, and it seemed to be a type of organization that the Micronesians understood and supported. The ownership of the shares was extremely wide, extending in many places to thousands of people. Stock companies therefore seemed likely to develop instead of co-operatives, despite the fact that the co-operative principle already existed in the Trust Territory in the form of the extended family system.

51. The rhinoceros beetle had been found only in the main central islands of the Palau group. The Administration enforced a system of quarantine which seemed to be effective in preventing the spread of the beetle.

52. The problem of inter-island transport had three facets. First, there were the inter-district Guam-Japan runs which were now handled by the Administration's AK's but which it was hoped to transfer to the regular steamship lines. The transfer might involve substantial investments on such things as improving wharves and cargo-handling equipment, but it was hoped to make a start on the project soon. Secondly, there was the traffic in copra and trade goods carried in and out of the district centres in the various types of Micronesian craft. At present such craft handled about two-thirds of the total copra freight; it was hoped that that proportion would gradually increase. Thirdly, there were the problems of communications with the distant atolls over long stretches of ocean — which were too dangerous for very small craft and uneconomic for larger boats — and administrative field trips. It was probable that such types of transportation would always have to be subsidized.

The meeting rose at 1.10 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

In the absence of the President, Mr. Pignon (France), Vice-President, took the Chair.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (continued)

[Agenda item 4 (e)]

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

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

1. Mr. SINGH (India) regretted that two long outstanding problems, namely, the settlement of Japanese currency claims and land disputes, had still not been solved. He asked whether the Administering Authority was contemplating a time-limit in that respect, for if it was, the officials responsible would be made more aware of the urgency of their task.
2. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had already begun to settle Japanese currency claims in one district, and he thought that in several months the problem would be solved.
3. The settlement of the land disputes involved many more difficulties, because the ownership of the lands in question had remained undetermined for about two generations. It was therefore necessary to make a cadastral survey, to proceed on the basis of testimony that was hard to obtain and often unreliable, and to take decisions in the face of conflicting claims. The staff assigned to that task, which was gradually being disposed of, had been increased and temporary settlements had already been made, in particular in the island of Wotje, which had been reoccupied by its original owners, who would be left to decide for themselves the

final settlement of the title. That was the method generally adopted by the Administering Authority in the hope that its first judgments would prove satisfactory and that few subsequent readjustments would have to be made. He was of the opinion that most of the important claims would be settled during the coming year.

4. In reply to further questions by Mr. SINGH (India), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that the public domain, amounting to 434 square miles, consisted mainly of mountainous forest-covered lands which the Micronesians had very wisely refrained from occupying, because those lands were watersheds and the gradient was such that if the forest were cleared erosion would take place and consequently both their water and timber supplies would be lost. They had therefore preferred to keep those lands for timber and quarrying. The Administering Authority was seeking to reforest those areas and to encourage the inhabitants to settle on land which it was opening up for agricultural production. For example, in the island of Uliga it had consolidated its administrative area and by reducing the size of that area had made a large part of it available to the original owners. At present, it was difficult to state what would be the exact ratio between the area of land owned by the indigenous inhabitants and that kept as public domain after the settlement of claims. In many cases the question arose whether the interests of the Territory as a whole or the population of a given island would best be served by maintaining certain lands within the public domain for the purpose of preserving watersheds and timber reserves or by gradually restoring them to the indigenous inhabitants. Hydrologists and forestry experts would have to study the problem. It was also impossible at present to say what area of land would be reserved for reforestation, but it was to be hoped that a definite figure would be established during the coming year. The conflict again arose between the need for more homesteading land and the need for conserving the forest area and the watershed. The Administering Authority was striving to solve the problem but was well aware that its decisions should be reviewed from time to time and if necessary modified according to existing water requirements.

5. Mr. SINGH (India) noted that a survey of the economic possibilities of the Territory's timber resources had been carried out as early as 1950. He wondered whether the information given by the special representative meant that that survey had been abortive and that a new survey had been begun which would provide better and fuller data.

6. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the 1950 survey of land utilization was inadequate as a basis for a definite programme. Agricultural experts were now conducting a very detailed study, but their work was not yet complete. Generally speaking, the low-lying islands were sufficiently occupied, but the more mountainous areas had been seriously damaged

by clean farming during the Japanese administration. The Administering Authority's first task would be to reforest those areas.

7. Mr. SINGH (India) noted with satisfaction the information given in paragraph 109 of the report of the United Nations Visiting Mission to Trust Territories in the Pacific 1953 (T/1077) about the regulations imposed for the backfilling of areas assigned to phosphate mining and the resulting prospects of agricultural development. He asked for more details about backfilling operations and the success achieved in the cultivation of crops on the land thus reclaimed.

8. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administering Authority was very careful to see that backfilling was carried out in accordance with the prescribed regulations. Thus, in the island of Angaur, where the phosphate mining company had fallen behind in its backfilling programme, the Administering Authority had suspended mining altogether until the leeway had been made up. The work was now almost completed, and the company would soon be allowed to continue its operations in zone 1 D, which was to be mined by compartments, each of which would have to be backfilled before mining in a further compartment could be begun. For the company, backfilling was a dead loss which it sought to offset by the mining of larger areas. However, the Administering Authority had prescribed limits for mining so as to preserve the taro lands in the north. Once land was backfilled, some time had to elapse before the soil was suitable for cultivation. Certain crops would grow on backfilled land, but sometimes salt water seeped in, and for that reason the Administering Authority had forbidden further phosphate mining in zone 1 E. It would be possible by spreading soil on certain backfilled areas to increase the agricultural acreage of the island.

9. Mr. SINGH (India) asked why expenditure on public health and education had been reduced in comparison with preceding years.

10. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the general budget had been drastically cut and that consequently staff in all services had been reduced. However, in spite of those reductions, programmes in public health and education were progressing favourably and excellent work was being done. The reductions in United States personnel had led to an increase in indigenous staff, which was justly proud of the results obtained.

11. Mr. SINGH (India) thought it would have been preferable to increase the efficiency of the programmes without decreasing the appropriations allotted to them.

12. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that the reductions in the budget were part of the general economies applied by the United States Government to all branches of the Federal Administration.

13. In reply to a question by Sir Alan BURNS (United Kingdom), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that taxpayers who had difficulty in paying their taxes in money could pay them in kind in the form of copra, for example, or in labour. However, settlements in kind were relatively rare. Taxes payable in labour were those assessed by the municipalities in order to finance public works.

14. Sir Alan BURNS (United Kingdom) asked for further details on the marketing arrangements for copra. He noted with satisfaction the progress made in that industry and wondered whether the increase in production would require the exploration of new markets. He also asked for more information on the activities of indigenous commercial companies which, as a result of the measures adopted by the Administering Authority to encourage them, had developed so satisfactorily.

15. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said the Island Trading Company bought copra from the producers and, under the system recently established, from the local wholesalers and then arranged through brokers for its sale in Japan and on the west coast of the United States. The Administering Authority did not think that increased production would necessitate any change in the marketing procedure. However, in view of the trade agreements recently concluded by Japan with Indonesia and the Philippines in order to obtain copra in exchange for manufactured goods, it was probable that there would no longer be a market for copra from the Trust Territory in Japan but only in the United States. The Saipan Copra Stabilization Board would then be responsible for its sale. As an illustration of what was being done by local commercial companies, he referred to the Truk Trading Company, the shares of which were entirely owned by Micronesians. That company bought copra at a fixed price, arranged for its transport by boat to the collecting centre and was paid \$10 a ton for its assembling, storing and stevedoring. The receipts enabled it to buy merchandise. The Truk Trading Company had obtained credit for the most part from the Island Trading Company but was now permitted a certain amount of credit by a branch of the Bank of America in Guam.

16. Mr. RIFAI (Syria) asked whether the competition between the various companies that would replace the Island Trading Company might not have an adverse effect on the price of copra despite the existence of the Copra Stabilization Fund.

17. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the success of the copra industry depended on the continuation of the Copra Stabilization Fund. The Administering Authority had no intention of interfering with the development of private enterprises, but hoped it would be possible to introduce regulations which would prevent copra prices from falling to a level below the cost price. The difference between the sale price and the cost price would be used to build up a fund to which recourse could be had if the price level fell too low.

18. Replying to a further question by Mr. RIFAI (Syria), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) stated that the greater part of the sum of \$15,000 mentioned on page 38 of the annual report¹ was being distributed to the inhabitants of Angaur on whose lands deposits of phosphates had been mined. The exploitation of those deposits had, however, disturbed the activity of the whole population, particularly in agriculture, and all the clans were therefore in need of financial assistance,

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

which was apportioned as agreed on by the clans themselves.

19. Mr. RIFAI (Syria) said that three concessions had been granted in the Territory: one for phosphates and two others for the recovery of scrap metal. He wanted to know whether the inhabitants received any benefit from the operations of the two companies which were dealing with scrap metal.

20. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) thought that one of the two companies, the Dean Brothers, had terminated its operations in the Northern Marianas. The other, the Micronesian Metals and Equipment Company, which was buying scrap metal in Saipan, Tinian and Rota, was paying the people a royalty of \$6.50 a ton. That figure was regarded as a fair one, since the scrap metal was of very poor quality. Those royalties were paid into a fund for economic development which enabled various schemes such as the pig-improvement project, the poultry project and the cacao project to be carried out. Unfortunately, that source of revenue seemed doomed to disappear in a fairly short time, for there was not very much more scrap metal to be recovered in the Marianas.

21. Mr. RIFAI (Syria) said he had noted from the annual report that customary land control systems restricted the indigenous population's movements, and he asked whether other restrictions on movement existed.

22. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the only other restriction on movement came from the inhabitants' lack of funds and the scarcity of transportation. When, however, the inhabitants of an island wished to emigrate, the people of the island where they wished to settle were always consulted in advance, for care must be taken that the newcomers did not bring disruptive influences into the social structure but were prepared to observe the regulations and customary laws of their new place of residence. The people of Rongelap had, for example, settled temporarily on one of the Majuro islands with the agreement of the local population, who had received them hospitably and had assisted them in their settlement.

23. Mr. DORSINVILLE (Haiti) noted that a fund had been built up with a view to protecting the inhabitants of Angaur from the economic consequences which would arise from the exhaustion of the phosphate deposits and that a sum of \$15,000 was being distributed to the population at the present time. He wanted to know what rate of compensation would be paid to the inhabitants when the deposits actually ceased to be worked, if it would be paid in perpetuity and what was the relation between it and the annual income which accrued to the inhabitants from the working of the deposits.

24. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said the phosphate-mining operations would be completed and the excavations filled in by October 1954. The Angaur Mining Trust Fund had been built up with the compensation intended for the inhabitants. The Administration was obligated to pay the population \$15,000 a year representing the interest on the capital already accumulated. If the total interest was less than that figure, the difference would be made up from the capital. The distribution of the assets of the Angaur Mining Trust Fund would continue until the death of the last person living at the time the Trust Fund had been

formed and would therefore extend over about fifty years. The filling-in of the excavations would allow the land to be brought back into cultivation, so that the agricultural potential of the island would have been restored by the time the distribution of the Fund's assets had terminated.

25. Mr. DORSINVILLE (Haiti) pointed out that on page 33 of the annual report the Administering Authority stated that potential resources for an adequate subsistence for the people of the Trust Territory appeared to exist in the Territory. He would like to know whether the reference was to stock-rearing and to cacao and coffee production, resources which were already being exploited at the present time, or to new resources not mentioned in the report.

26. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that the Micronesians had always had a subsistence economy and normally lived by collecting vegetable products and by fishing. The war had wrought great changes in their lives, and the Administration desired to assist them not only in re-establishing their economy but also in improving their living conditions.

27. Mr. QUIROS (El Salvador) noted that the ten commercial undertakings existing in the Territory were not paying any tax on their profits. He asked whether any other taxes were levied on them.

28. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that a tax advisory committee at Honolulu had for the past year been considering the question of taxing commercial companies in the Territory. Those companies were paying a licence fee every year. The Administration had preferred not to tax them until they had been established on a firm footing, but that moment had now arrived and a tax, the nature of which had not yet been determined, was to be levied.

29. Replying to a further question by Mr. QUIROS (El Salvador), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that coffee production was not very important in the Mariana Islands. The coffee was not exported and was, he thought, mainly consumed by the indigenous population. It should be pointed out that the Administering Authority was not trying to prevent them from cultivating coffee, but there were grounds for caution in extending production, since coffee was a product subject to very wide price fluctuations.

30. Mr. QUIROS (El Salvador) said that, according to the annual report, there were two radio broadcasting stations in the Territory, one at Truk and the other in the Marshall Islands. From the practical as well as the cultural point of view, broadcasting was an extremely valuable means of communication. The New Zealand Administration in Western Samoa had imported a large number of receiving sets into that Territory and had sold them to the population at cost price. He wondered whether it would not be possible to do the same thing in the Trust Territory of the Pacific Islands.

31. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that there was no need for the Administering Authority to take similar steps, because the people were already buying many radio sets in the trading stores. Those, however, were battery sets, and the batteries deteriorated very quickly as a result of the climate. It would be very difficult in such a vast territory to install enough service stations to repair sets and replace

batteries. However, the Administering Authority was greatly concerned with that question and hoped to provide more detailed information on the subject in its next report.

The meeting was suspended at 4 p.m. and resumed at 4.20 p.m.

32. Mr. PERRY (New Zealand) recalled that the Visiting Mission had already expressed its concern over the disbandment of the Island Trading Company, which had then been set for 31 December 1953, and wondered whether it was intended to extend the respite of one year since granted to the Company.

33. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied in the negative. Considerable pressure had been brought to bear by business firms and the issue seemed to have been finally settled. The Administering Authority hoped it would have suitable successors to the Island Trading Company so that the transfer of powers would be orderly and so that the Micronesians would continue to enjoy the same services, while profiting directly from operations. The Copra Stabilization Board would be directly responsible for co-ordinating the marketing of copra instead of the Island Trading Company, which had formerly been its agent.

34. Replying to various other questions by Mr. PERRY (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that, following a reduction in the budget, the Economic, Conservation and Welfare Board would henceforth take over the administration and technical supervision of the economic development projects which it had previously assigned to its Economic Development Committee. For approximately a year the Board had been placing the projects under the direct supervision of the respective district administrators. That method seemed to be very successful; the district administrators and local staff were taking more interest in the projects and the population was co-operating with them more willingly.

35. The Administering Authority had made some changes in its surface transportation plans, as it had succeeded in arranging for trans-ocean freighters to call at one port, or possibly two, in the future; the small ships of the indigenous inhabitants were rendering more extensive services than originally anticipated. Hence it might be possible to modify the Administration's plan for maintaining a full auxiliary schooner service. The Administration was awaiting the report of the Surface Transportation Committee, currently meeting at Honolulu, before taking any final decision in the matter.

36. He doubted whether beef production could be increased. The islands had no refrigeration services and the lack of pasture raised difficult problems. The proteins the Micronesians needed could much more readily be obtained through fishing and poultry and pig-raising.

37. Where the Ponape (Metalanim) coconut plantation was concerned, the plantation, established by the Japanese for their own colonists, was an interesting experiment because it was situated well above sea level. It had suffered severely during the war and extensive clearing had been required for its rehabilitation. It was being run at the moment by a young Hawaiian, who was an excellent manager and who had succeeded in the current year in covering the costs of the enterprise, which promised well for the future.

38. The Administration, although aware of the value of a good statistical service, felt that it should not engage a statistical expert at a time when the exigencies of the budget compelled it to reduce staff in other essential services. For the time being it was therefore making do with the statistical information submitted monthly by the district administrators, on which the Finance and Supply, Public Health and Education Departments based their reports.

39. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the indigenous inhabitants were still using extremely primitive implements to cultivate their land which, at best, could only provide them with a subsistence economy. He asked why the Administering Authority failed to introduce and encourage the use of modern tools and methods of cultivation by the indigenous inhabitants.

40. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that special conditions prevailed in the Pacific Islands. The low islands were generally covered with coconut groves and were also suitable for growing, *inter alia*, yams, taro and bread-fruit trees. On the other hand the heavy rainfalls in the high islands made the soil extremely susceptible to erosion and the Micronesians had had to evolve a method of agriculture which was not modern but was practically scientific and better adapted to their environment. The Administration was doing its utmost to develop agricultural production; it was concentrating on demonstration work mainly connected with the improvement of strains. The limited staff engaged on such work had already achieved remarkable results. The Administration could admittedly take more energetic steps to increase production: it could, for example, organize competition among the districts or even penalize districts for failure to produce a certain quota. But it had considered it preferable not to disturb the traditional way of life of the inhabitants and was sure that progressive development, based on demonstration and experience, would in the long run prove to be the most fruitful method.

41. Mr. OBEREMKO (Union of Soviet Socialist Republics) did not consider that reply satisfactory. There were certain contradictions in the statements made by the special representative; in his opening statement, he had told the Council that the Administering Authority intended to introduce new agricultural methods into the islands and to modernize agricultural implements, whereas he was at the moment extolling the advantages of the primitive tools used by the indigenous inhabitants. Mr. Oberemko's question was not whether it was possible to apply modern agricultural methods to the islands but what positive steps the Administration was taking to help the indigenous farmers to obtain tools more advanced than the sticks and knives which they were using at the moment.

42. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that it was virtually impossible to use agricultural machinery, as the islands were steep and the few flat surfaces were small. The plough and the caribou did what no tractor could do. The Territory's chief need was transport facilities and copra-cutting machines, both of which the Administration was trying to obtain. It must not be forgotten that the Administration's staff included experienced agriculturalists, specializing in tropical agriculture, who would have asked for other modern tools if they had considered them necessary.

43. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that, according to the report, in 1951 the indigenous inhabitants had owned 250 square miles of land, while 434 square miles, or more than 63 per cent of the total area of the Territory, belonged to the Administration. He asked the special representative whether he could give the Council more recent information concerning land tenure.

44. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that most of the land belonging to the Administration was public domain situated on the slopes of the high islands. There were also reserve areas on many of the low islands and the Administration was considering the possibility of reducing their size and returning some of the alienated land to its former owners. Settlements might be reached during the year, but none had been reached so far and he was therefore unable to give the Council more detailed information.

45. Mr. OBEREMKO (Union of Soviet Socialist Republics) asked whether the Administering Authority intended to return to the indigenous inhabitants the land taken from them by the Japanese, the Germans and the United States authorities.

46. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the Administration owned no land in the Territory. The only land not owned by the people was held as public domain and was used for the benefit of the community. Such public domain as did not serve that purpose would be returned to its original owners as soon as title to it could be established.

47. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that the fact was that indigenous inhabitants occupied only 37 per cent of the area of the Territory. The Administration took all the rest. It intended to continue to use permanently some land for military purposes. He wished to know what laws permitted such use, what authority decided that the land could be used for that purpose and what area was affected. He raised those questions with particular reference to the strategic areas where thermonuclear tests had been carried out.

48. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) pointed out that, although the Administration reserved the right to use the land, it did not acquire the title to it. On the contrary, it paid compensation to the owners on a basis which had not yet been, but soon would be, decided. The area which the Administration would require would probably be very small. The land used by the Administration was not transferred and its use in no way affected the title, which was particularly important in Micronesia. With regard to the legal provisions under which the Administration used land for military purposes, article 5 of the Trusteeship Agreement provided for the establishment of bases and the stationing of armed forces.

49. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that that article did not provide for the carrying out of thermonuclear tests by the Administration. Not only had the islands been bombed, but the neighbouring peoples had also suffered as a result of the bombings.

50. Mr. SEARS (United States of America) said that article 1 of the Trusteeship Agreement designated the Territory as a strategic area and article 13 authorized the closing of areas for security reasons. The Trusteeship Agreement was predicated on the fact that the United Nations had clearly agreed to regard those islands, where atomic tests had already been carried out, as a strategic area. It had been clear from the outset that the right to close areas for security reasons anticipated closing them for atomic tests, and the United Nations was so notified. Moreover, the Soviet Union, like all the other Member States concerned, had voted for the Trusteeship Agreement.

51. Mr. OBEREMKO (Union of Soviet Socialist Republics) pointed out that articles 1 and 13 of the Trusteeship Agreement had nothing to do with the question raised. He emphasized that the carrying out of thermonuclear tests and the resultant destruction of islands was not provided for by the terms of the Trusteeship Agreement. In carrying out such tests, the Administration had greatly violated the Trusteeship Agreement and the Charter and had acted contrary to the obligations which it had undertaken.

52. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) recalled that the Administering Authority was responsible for the government of the Territory and was thus entitled to decide whether certain areas should be used for strategic purposes and, if need be, to withdraw those areas, and also to exercise the process of eminent domain to acquire private land for public use.

53. Mr. OBEREMKO (Union of Soviet Socialist Republics), passing to the mining of phosphates in Angaur, asked for information about the agreement extending the mining concession, in particular, who the second party to the agreement was, whether the Administration had consulted the inhabitants on the matter, how big the population of the northern part of the island was and how a Japanese mining company had obtained the concession when section 900 of the Code of the Trust Territory prohibited the transfer of land to foreigners in order to preserve the resources of the inhabitants.

54. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) estimated that north Angaur held about one third of the total population of the island, which was approximately 300. The population had been fully consulted before the conclusion of the agreement, which had been signed by the Administering Authority, on the one hand, and by the mining company, on the other. There had been no actual transfer of ownership; the mining company held only a concession. In addition, the concession had been granted in accordance with the wishes of the inhabitants, who derived certain material advantages from it. Mining was due to end about October 1954. The Administration had in fact wished to reserve an adequate acreage of land for agriculture. The mining company was obliged to backfill the excavations, and areas which the mining company no longer exploited would thus to some extent be recovered for agriculture.

The meeting rose at 5.55 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (continued)

[Agenda item 4 (e)]

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

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

1. Mr. S. S. LIU (China) asked for information on the Jaluit development programme, in particular, what proportion of the population would benefit and what success had been achieved.

2. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had experienced some difficulty in recruiting staff. The difficulty had, however, been overcome and it was hoped to put the programme into operation within a month.

3. Mr. S. S. LIU (China) noted that handicrafts were one of the Territory's main industries and inquired what the main products of that industry were and to which countries they were exported.

4. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that fibres and woods were the chief materials used in the handicrafts industry, which produced, *inter alia*, mats, handbags and carved wood objects. Those articles were exported to the west coast of the United States, Honolulu and the post exchanges in Guam and Kwajalein.

5. Mr. S. S. LIU (China) asked what action had been taken to solve the problem of over-population, particularly at Ebeye.

6. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the problem had arisen with the recent introduction of modern medical services and that efforts to reduce infantile mortality had also been a contributing factor. The Administration had been able to resettle two groups on Ponape and there was also room for resettlement on Kusaie. In addition, efforts were being made to increase agricultural production and develop methods of catching fish. The situation at Ebeye was exceptional. The island formed part of Kwajalein Atoll, on which there were military installations. Lured by the prospects of employment in those installations, the inhabitants of Ebeye tended to leave their homes and agricultural production suffered. The Administration was therefore attempting to discourage the drift from agriculture. In particular, it had decided to set up a committee at Ebeye to select personnel for employment in the military installations with the help of the district administrator's representative.

7. The PRESIDENT invited members of the Council to ask questions concerning social advancement in the Territory.

8. Mr. RYCKMANS (Belgium) noted from page 57 of the annual report¹ that medicine men were not molested and did not present a serious problem. In other Territories, however, they constituted a social danger by reason of their denunciation of persons allegedly responsible for disease or death, a practice which stirred up hatred sometimes ending in the death of the person denounced.

9. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) had no knowledge of any recent practice of witchcraft in the Territory. Some of the indigenous inhabitants had been trained in the medical schools of Guam and Suva and the Administration hoped that they would find it possible to combine the benefits of modern science with those of empirical healing methods.

10. Mr. RYCKMANS (Belgium) nevertheless warned the Administration about the danger to which he had referred in other Territories. He was glad to learn that thirty young men were at present attending the Central Medical School at Suva, which was a substantial achievement for the Territory's small population and one which deserved the Council's commendation. He was surprised to see from page 56 of the annual report that the Administration was planning the training of midwives by a Native teacher, a somewhat unusual function for a teacher.

11. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the teacher concerned was not an ordinary teacher but a qualified nurse who was fully competent to do such work.

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

12. Mr. RYCKMANS (Belgium) pointed out that, according to page 51 of the annual report, it seemed that the Territory had no vocational training schools; he wondered whether it would not be advisable for each island to train artisans such as ironworkers or carpenters.
13. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) agreed that the suggestion was sound. It should be noted in that connexion that students at the intermediate school at Koror had been instructed in carpentry and, as part of their curriculum, had even built a number of houses for the use of the local population. They had also built boats. The knowledge of welding and mechanics was spreading rapidly.
14. The Administration was providing training for the population, in particular, in electricity, refrigeration, agriculture, shipbuilding and public health.
15. Mr. RYCKMANS (Belgium) concluded from the report that the sale of beer was prohibited in the Territory except at Saipan, and asked the reason for that exception.
16. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that, as a result of the presence of Japanese and then of United States forces at Saipan, the population of the island had become accustomed to drinking beer. There were also regulations designed to prevent disturbances. Other districts were considering the question of the importation and sale of alcoholic beverages.
17. Mr. RYCKMANS (Belgium) asked whether persons sentenced to labour under ordinary law were imprisoned or whether their sentence merely involved doing a specific piece of work.
18. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that both systems were applied. Offences were usually of a minor nature and the sentence was limited to a fine in the form of labour.
19. Sir Alan BURNS (United Kingdom) asked for information on the qualifications of medical employees serving outlying villages and islands.
20. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that some of those employees were certificated practitioners, but that the shortage of medical personnel sometimes made it necessary to employ young men who had not completed their hospital training. Twenty-five additional Native medical practitioners would, however, graduate from the Central Medical School at Suva in December 1954, which would help to meet the shortage of trained personnel in the outlying atolls.
21. Mr. PIGNON (France) asked what progress had been made in that direction, since 1953, in the outlying islands.
22. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that during the previous year six young men had completed their training; that figure did not include a number of public health officers who had been sent to the isolated districts. But the progress had not been adequate.
23. Mr. PIGNON (France) recalled that, in 1953, the Administration had not been sure that it would be able to provide adequately for the subsistence of indigenous health officers in the outlying islands. He wondered whether that problem had been settled.
24. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administering Authority was trying to make the Micronesians assume the financial burdens of the various branches of their government. In the isolated districts the people were not yet accustomed to paying for the services of health officers, who had hitherto seldom succeeded in collecting anything more than trivial sums. In such cases, the Administration was paying part of their salaries.
25. Mr. PIGNON (France) asked why the leprosaria which had been established at Yap and Ponape had been referred to by the special representative as indigenous institutions.
26. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that lepers dreaded isolation. As it had been found that the disease was not always contagious, the Administration had decided to set up convalescent homes which, while situated near hospitals, enabled the patients to remain in touch with their families.
27. Mr. RIFAI (Syria) noted from page 51 of the annual report that wages and conditions of employment in the government service tended to become the standard. He wondered, in the circumstances, whether it would not be advisable to establish minimum wages and a code for the conditions of employment.
28. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had finally worked out, after long consultation with the population, a scale of wages which gave full satisfaction.
29. Mr. RIFAI (Syria) asked whether the indigenous religious movement mentioned on page 48 of the annual report was numerically strong, and whether it had any political orientation.
30. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the sect numbered only some 200 persons. He had no special knowledge of that movement; it worshipped as it pleased and constituted no danger from the Administration's point of view.
31. In reply to other questions by Mr. RIFAI (Syria), Mr. Midkiff (Special representative for the Trust Territory of the Pacific Islands) stressed that many provisions of the Bill of Rights of the Code of the Territory were taken almost word for word from the United States Constitution. Any refusal to discharge contractual obligations, which was mentioned in the annual report (p. 47) under the heading "Human Rights", would probably be covered by the regular court procedure.
32. The Administration permitted the Micronesians to travel to Guam in search of employment or for education purposes. Although that migration was in some ways beneficial, there were also certain hazards, and he hoped that the Territory would soon be able to provide local employment for its people, especially on plantations, in transport undertakings and in fisheries.
33. The community centre at Koror had been created in order to encourage the people of Koror and those of the Palaus who had been in the habit of going to Koror to work to live in harmony and co-operation. Although the indigenous inhabitants had not always shown great enthusiasm, the centre was a useful community organization which deserved encouragement. The indigenous inhabitants were already in the habit

of meeting, even during work, and discussing questions of common interest.

34. As to polygamy, missionaries had for almost a century taken very strong action against that custom, and the Administration had done nothing new by placing a statute against polygamy on the statute book of the Trust Territory. He did not think that there were cases of polygamy in the area any longer.

35. Replying to a question by Mr. LOOMES (Australia), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that the social organizations referred to on page 46 of the annual report were a natural reaction of young men to the organization of the chiefs. Those young men wished to play a part in separate organizations.

36. Mr. PERRY (New Zealand) expressed his misgivings at the fact that some of the students pursuing advanced studies in various countries apparently did not intend to return to the Trust Territory.

37. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said it was indeed possible that some students became accustomed to living conditions in the countries to which they had been sent throughout the world and preferred to remain there if they found an occupation. For that reason the Administration did not encourage students to remain abroad for too long, since it was desirable that they should keep in mind their home islands and service to their own people.

38. Replying to other questions by Mr. PERRY (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had not yet attempted to use films as a systematic medium in its education programme. Films were generally shown in the various centres by the trading companies. Despite the very great difficulties which the Administration would have to overcome before films could be used as a means of improving the social and cultural level of the population, he had recommended that the matter should be very closely examined.

39. The Trust Territory possessed general hospitals and dispensaries. The customary procedure, however, was for the indigenous medical practitioner to visit sick people in their houses. The Micronesians cared for their sick, as well as for their aged and infirm, in a manner which showed great devotion.

40. In reply to a question by Mr. QUIROS (El Salvador), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the number of beds in the hospitals and dispensaries was admittedly inadequate in relation to the number of inhabitants. Tuberculosis had assumed disturbing proportions towards the end of the war, but the Administration had developed a substantial programme and the United States Congress had recently authorized an appropriation of one million dollars for the improvement of equipment in the Trust Territory. Half of that sum would be devoted to the development of port installations and a large part of the other half would be spent on the construction and expansion of hospital facilities.

41. In reply to a question by Mr. OBEREMKO (Union of Soviet Socialist Republics), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration had recently been obliged to make substantial reductions in expenditure on public works. Before those reductions the government had employed more than 1,500 indigenous

employees. At present there were still 1,262 Micronesians on the Administration's payroll. In view of the appropriations authorized by Congress for the improvement of the Trust Territory's facilities, the Administration hoped to resume the interrupted work and to engage additional indigenous employees.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

It was decided that the Council should hear a general statement by the representative of India, who was due to leave New York.

GENERAL DEBATE

42. Mr. Krishna MENON (India) stressed the importance which his Government attached to the question under discussion. A complex problem of administration arose in the case of the Trust Territory of the Pacific Islands. The Administering Authority had to deal with 2,142 islands, covering an area of 687 square miles, with a population of only 57,000 inhabitants. The Indian delegation was happy to note that considerable attention had been paid by the Administering Authority to the various aspects of the problem. Nevertheless, the expenditure on education seemed to be decreasing from year to year. It might be that the decrease was due to certain changes, or to a more methodical organization, and no hasty conclusions should be drawn. He hoped that the special representative would state the reasons in his general reply. The delegation of India would also like to know whether the Administering Authority intended to set up facilities for higher education in the Trust Territory. He was glad to note the interest taken by UNESCO in the question of education in the area.

43. As to public health, the Administering Authority was effectively applying prophylactic medicine. The hospitals, dispensaries, maternity and child-health clinics were well organized. Nevertheless, the situation was the same as in the case of education: expenditure on the health services was decreasing. He hoped that the Council would be informed of the reasons.

44. According to the annual report, the Administering Authority was endeavouring to develop agriculture and to improve farming methods. It seemed, however, that it would be difficult to register progress, because the Administration had appropriated a large part of the Territory, and cultivable land consequently covered only a small area. Another difficulty was the fact that the indigenous farmers were frequently not certain of keeping their land, since their title thereto was revocable.

45. He further recalled that the Administering Authority had undertaken to settle certain matters which still remained pending, namely, claims in respect of yen, post office savings deposits and Japanese bonds.

46. As regards the participation of the indigenous inhabitants in the administration of the Territory, he drew attention to the fact that the Administering Authority's statements that United States officials would be gradually replaced by islanders were contradicted by the figures in the annual report. Furthermore, it appeared that indigenous officials held only minor posts in the Administration.

47. The United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had stated in its report (T/1077) that the Administering Authority intended to set up one representative assembly for all the Territory. The Mission had reported that a legislative advisory committee had been established in 1953, but the Administering Authority stated in its annual report

that that committee had been discontinued. He hoped that it would be possible to obtain clarification on that matter. In any case, no real progress seemed to have been made in that connexion, because the only representative assemblies existing were at the municipal level.

48. Before taking up the question of the atomic experiments which had taken place in the Trust Territory, he wished to specify that, in his delegation's opinion, it was not the Trusteeship Council's duty to examine in detail the moral or political problem to which, generally speaking, the use of nuclear or thermonuclear weapons gave rise. The Council must reach a decision on only one aspect of the question: bearing in mind the provisions of the Trusteeship Agreement, had the Administering Authority the right to carry out tests of that type in the Trust Territory?

49. The Trust Territory of the Pacific Islands was a strategic area, which meant that the Administering Authority had the right to fortify it if it wished. The Indian delegation felt, however, that the Administering Authority had no right to use that Territory as a testing ground for nuclear or thermonuclear weapons. The Trusteeship Council must ensure that the Administering Authority of a Trust Territory encouraged political, economic and social advancement in that area. But the Territory in question had been used for tests which destroyed certain parts and seriously harmed the health of the people. Nothing in the Trusteeship Agreement, especially article 5 of that Agreement, authorized the Administering Authority to carry out atomic tests in the Territory. The Administering Authority had voluntarily subscribed to the provisions of that Agreement had undertaken to protect the inhabitants of the Territory against the loss of their lands and resources. The tests carried out by the Administering Authority in the Trust Territory had led to the destruction of two islands. By so doing the Administering Authority had acted unlawfully and had violated the provisions of the Trusteeship Agreement and the Charter. A State's sovereignty did not include the Trust Territory entrusted to it. Such Territories were destined some day to become independent and the Administering Authority had no right to change their status.

50. The Council was considering whether the Administering Authority had the right to carry out such tests in the Territory. In order properly to understand the scope of that question, the impact which those explosions had on the life and health of the population must be borne in mind. Many scientists had agreed that the force of the recent explosions had surprised them and had exceeded all forecasts. In one case the victims of an explosion had been fourteen miles outside the danger zone. Furthermore, the victims included nationals of a State which was not a Member of the United Nations. The Chairman of the United States Atomic Energy Commission had stated that the direction and speed of the wind in the area where the experiments had taken place varied according to altitude. It was therefore obvious that the explosion of nuclear or thermonuclear weapons was likely to have serious effects outside the area where the tests took place; 236 inhabitants of the Marshall Islands had been contaminated as a result of the recent experiments.

51. He then read out certain passages from a statement by Senator Mansfield of the United States Congress. After having described the sufferings which the experiments had caused the population, Senator Mansfield had emphasized that the observations (T/OBS.10/

3) submitted to the United Nations by the United States representative, Mr. Lodge, had in no way helped to allay the anxiety of the inhabitants of the Marshall Islands.

52. Mr. Lodge had said how much the United States Government regretted the sufferings of certain inhabitants of the Marshall Islands and had added that the local authorities would spare no effort to help the victims. The Indian delegation was sure of that. Mr. Lodge had stated that the United States Government had considered the petitions submitted to the Trusteeship Council (T/PET.10/27 and T/PET.10/28) to be reasonable and admired their calm and moderate tone. The Indian delegation was certain that it was interpreting the feelings of the Trusteeship Council in expressing its satisfaction at the fact that the United States authorities had encouraged the petitioners to submit their case to the Council. But Mr. Lodge had added that the United States had acted in accordance with the Trusteeship Agreement when, on 2 April 1953, it had notified the United Nations of its intention to close the area in the Pacific where it intended to carry out atomic tests. It was there that the Indian delegation's opinion differed from that of the United States. The Indian delegation considered that under no provision of the Charter or of the Trusteeship Agreement could the Pacific Islands be used as a testing ground. The choice of that area had not been made for strategical reasons connected with the defence of the Territory or of the United States, and yet it had deeply affected the life of people whom the United Nations under the Charter, and the United States under the Trusteeship Agreement, had to protect and defend.

53. He quoted lengthy extracts from an article written on 29 May 1954 by Mr. William J. Waugh, an Associated Press correspondent, which had appeared on 10 June and which formed part of the official documents of the United States Congress. That article described the moral and physical sufferings of the inhabitants of Bikini and Eniwetok Atolls, who had been uprooted from their islands, and of the inhabitants of Rongelap and Utirik, who had been exposed to the effects of atomic radiation. It showed that the steps taken to safeguard their welfare were far from satisfactory, that the promises made had not been wholly kept and that the inhabitants of the area were still victims of want and fear. It even appeared that the inhabitants of Bikini had been asked to sign a document according to which they gave up that island in exchange for Kili and three other small islands of Jaluit Atoll. That assertion, if correct, called for an inquiry by the Administering Authority because that type of deal was absolutely illegal.

54. He had dwelt on the effects of atomic tests on the peoples of the Pacific Islands at such length because he felt that the Trusteeship Council was faced with two grave questions of principle. First, the question arose whether the Administering Authority had the right to use a Territory placed under its trusteeship as a testing ground. The reference to strategic areas in the Trusteeship Agreement only concerned the defence of the Territory or of the Administering Authority, and in no way applied to the cause in point. The second question concerned the Administering Authority's duty to ensure the well-being of the peoples and to conserve the natural resources of the Territory which it administered. The steps taken in the Pacific Islands were certainly not destined to ensure the welfare of the peoples, to conserve the Territory's resources, or to protect the elements of Micronesian civilization. The Council should

therefore examine that part of the Administering Authority's report very carefully, and compare it with the petition before it, in order to determine whether the tests being made in that part of the world were compatible with the aims and provisions of the Trusteeship Agreement and the United Nations Charter.

55. He appealed to the members of the Council not to confuse that problem with the question whether it was necessary or not to continue research in the field of atomic weapons. Even if it was admitted that atomic explosions would eventually serve the progress of humanity, the Trusteeship System had been created in order to protect the interests of the indigenous inhabitants and their welfare was not being assured by taking them away from their homes and exposing them to the dangers of phenomena of which little was known. The Indian delegation could not agree that the right of an Administering Authority to carry out such tests in the Territory entrusted to it should be recognized. He could not, therefore, accept the draft resolution submitted by Belgium, France and the United Kingdom (T/C.2/L.102/Rev.1) to the Standing Committee on Petitions. The General Assembly should request the International Court of Justice for an advisory opinion as to the legality of such trials, bearing in mind the provisions of the Charter and of the Trusteeship Agreement. At the same time it should request the Administering Authority to refrain from any further test in the Territory entrusted to it pending the Court's advisory opinion. In making such a proposal, the Indian delegation did not in any way wish to set itself up as a judge, to express an opinion on the merits of the atomic weapon or to take a position in the controversy which separated the East from the West in the matter. It merely noted that there were conflicting interpretations regarding the powers of the Administering Authority and felt that

it was a matter for the International Court of Justice to settle in accordance with Article 96, paragraph 1, of the Charter. He therefore intended to submit an amendment² to the draft resolution of the three Administering Authorities (T/C.2/L.102/Rev.1). While expressing the hope that the sponsors of that draft would accept his amendment, he asked that, whatever the decision reached, the Indian proposal should be included in the Council's report to the General Assembly.

56. Mr. SEARS (United States of America) said that he did not wish to take time, at that stage of the proceedings, to go into the legalities of what the United States believed it had a duty to do in the Pacific, except to say that no homes had been destroyed and no lives lost. The Indian representative must surely know that it would be impossible to carry out those large-type experiments elsewhere. Mr. Menon had claimed that the United States had no right to carry out such tests, although everyone was aware that the United States had to continue them as long as the Communists carried out theirs. It was regrettable that while the United States was doing what it considered to be in defence of India, as well as other free nations, Mr. Menon's views did not coincide with the United States' understanding of the realities of the present day world.

57. Mr. MENON (India), replying to the statement of the United States representative, repeated that the Indian amendment implied no condemnation and was only intended to put to use the means of inquiry made available to the General Assembly by the Charter in order to clarify a point of law of paramount importance to the welfare of the Trust Territories.

The meeting rose at 6.15 p.m.

² Subsequently circulated as document T/C.2/L.103.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Saturday, 10 July 1954,
at 10.30 a.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following specialized agency: International Labour Organisation.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (*continued*)

[Agenda item 4 (e)]

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

QUESTIONS CONCERNING THE TRUST TERRITORY AND REPLIES OF THE SPECIAL REPRESENTATIVE (*concluded*)

1. Mr. S. S. LIU (China) asked whether there had been any instances of the promulgation of formal labour rules and regulations as a result of recommendations made by Micronesian and United States employees.
2. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that there had been no cause for discontent, and no such recommendations had been made, since the review of labour and employment conditions, wage scales and hours following the strike at Koror some years earlier. The Administering Authority acquiesced in the mode of employment preferred by the indigenous inhabitants, i.e., moving from job to job as labour was required, even though it did not make for great efficiency. The Government was in close touch with employee groups and with private employers and was prepared to consider any request that might be made.
3. In reply to questions by Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that in parts of the Territory where the old subsistence economy still obtained, the people lived on the natural products of the islands and lagoons, wore few clothes and built their huts of local materials. Their diet, which consisted mostly of coconuts, bread-fruit, taros, yams, pigs, chickens and fish, was wholly adequate, as were their clothes and dwellings. In the centres where the indigenous inhabitants worked for

wages, however, their ways were changing: they were eating imported foods, wearing more clothes and living in more modern houses. Although the new ways did not necessarily represent an improvement in their standards of living—their diet appeared slightly deficient in protein at times—conditions appeared on the whole to be adequate.

4. A cash income was not essential to a Micronesian. If it were, the minimum wage rate of 75 cents a day laid down by the Micronesian pay plan would be inadequate, but in fact food, clothes and dwellings need not cost anything. For imported goods it was necessary to pay current world prices. Those who wanted to buy such articles and who did not earn wages could obtain dollars for them by the sale of their copra, agricultural products and handicrafts.

5. The pay plan was designed to encourage the Territory's inhabitants to maintain the production of copra and to dissuade them from leaving their homes and normal occupations to try to enter government employment in the centres. It was based on an estimate of the probable income of those who worked full time on the production of copra. The plan had been worked out with the advice of the people and their leaders. Wages were some 30 per cent higher in the Saipan district, which had long been under the influence of the Japanese economy and the military occupation.

6. In reply to a question by Mr. DORSINVILLE (Haiti), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that in order to reduce the incidence of tuberculosis the Administering Authority was endeavouring to raise the protein intake of the population by importing breeding stock to improve strains of poultry and pigs; it was also encouraging the people to fish more by providing better fishing tackle and more fishing craft and canoes. The greatest immediate need, however, was for more hospital space, and that was the problem to which the Administering Authority was devoting most attention. In order to arrest the disease, early diagnosis and hospital treatment with modern drugs were required, followed by a controlled régime of light work and exercise.

7. The PRESIDENT invited members of the Council to ask questions concerning educational advancement in the Territory.

8. Mr. DESTOMBES (United Nations Educational, Scientific and Cultural Organization) expressed satisfaction that the Administering Authority had supplied more comprehensive statistics regarding education in its annual report for 1953.¹

9. UNESCO had been pleased to note that instruction in official schools was free, and that a legal basis had been worked out for compulsory education for children between the ages of 8 and 14.

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

10. The policy of decentralizing responsibility for education appeared to be progressing. The roles of supervisors and of the parent-teacher associations were particularly important in that respect. It remained difficult to judge how far the local communities were in a position to pay for the educational services they received and the report gave no information about the contribution by local municipalities, which were responsible for elementary school teachers' salaries. In UNESCO's view, a study of the cost structure of education would be useful both to the Administering Authority and to outsiders wishing to follow progress in the Territory.

11. As for the quantitative aspect of the school system, the report showed advances during 1953 on the report for 1952.² The total enrolment of children in elementary and intermediate schools, public and private, rose to 8,817, which represented an increase, whereas for the previous three years it had tended to decrease. That enrolment might be compared with the estimated child population of the Territory, from 8 to 16 years of age, which was given on page 117 of the annual report as 9,663. Thus, there were places in schools for over 90 per cent of the children between 8 and 16 years of age. The attendance rate was not shown in the report, which, however, gave on page 70 some of the reasons for the lack of attendance: children being kept home to work, indifference on the part of the children, lack of communications, and so on. All of those disadvantages would be partially overcome by the efforts of parent-teacher associations.

12. The increase in the number of teachers was significant, as was the greater number of students taking post-intermediary courses in the Pacific Island Central School and outside the Territory.

13. As to the qualitative aspect of the school system, the Administration had clearly endeavoured to adapt school curricula to the needs and culture of the Micronesian peoples: the vernacular language was used in all elementary schools and linguistic research was being undertaken to improve school textbooks and reference materials. Special importance was given to social studies, so as to maintain a close relationship between school instruction and the realities of community life. Agricultural instruction, for example, was given practical effect through the 4-H Clubs.

14. While the supply of teachers was adequate, it appeared that the output of well-trained teachers from the Pacific Island Central School did not fully meet the demand. The Administration had therefore developed a system of short summer courses for training intermediate school graduates. Provision was also made for in-service guidance of young teachers, refresher courses, and a supply of professional reading and teaching aids.

15. Adult classes had been organized in most districts where there was a demand for formal education. In the broader field of fundamental education, the present trend toward a community centred school was likely to produce the most effective results.

16. In reply to questions by Mr. RYCKMANS (Belgium), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the Administration planned to provide more extensive training for supervisors, enabling them to exercise the

function of school inspectors and to recommend improvements in teaching methods.

17. With regard to the impact of Western influences, the Administration's policy was directed to avoiding the development of false standards and new habits which were not superior to those to which the islanders were attached, and which could not be maintained from their own economic resources. Accordingly, even when a return to the usual ways of living and eating after experiencing Western methods gave rise to objections, efforts were made to make the islanders understand that the new ways could not be maintained without outside economic assistance. Similarly, although a compulsory education law had been enacted, the Micronesian children liked to attend school, and the Administration was not attempting to enforce school attendance. It preferred not to create a drastic disturbance in the children's long-established participation in community activities, and to allow time for a readjustment in the thinking and planning of the village elders which would gradually make it possible to arrange those activities so as not to interfere with regular school hours.

18. Mr. RYCKMANS (Belgium), while commending the Administration on its general policy, thought it might have been wiser to pursue it for a somewhat longer period before instituting a compulsory education law.

19. In reply to a further question by Mr. RYCKMANS (Belgium), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that in the intermediate schools at the district centres, where the pupils generally had several vernacular dialects, English was the medium of instruction.

20. While the salaries paid to elementary school teachers were apparently too low to induce more than one-quarter of the graduates of the Pacific Island Central School to enter the teaching profession, local communities were working out ways to remedy that situation. Furthermore, all teaching posts at present were filled and possibly it was adequate that only one-fourth of the Central School's graduates went into teaching each year. Bearing in mind that they would ultimately bear responsibility for paying all their public servants, various districts had imposed taxes to increase local revenues and, eventually, provide higher teachers' salaries.

21. Like the Belgian representative, Mr. PIGNON (France) favoured higher salaries for community school teachers. He also approved the policy of encouraging the indigenous inhabitants to build schools for their children, but wondered whether the United States Department of the Interior might not provide financial assistance for school building as the Navy had done in the Saipan district.

22. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) pointed out that the people of Ponape Island had built three new concrete school buildings to supplement the Navy-built intermediate school. Accordingly, the Appropriations Committee of the United States Congress felt that the local communities could be stimulated to appreciate education sufficiently to undertake school construction themselves.

23. In reply to a question by Mr. RIFAI (Syria), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the standard of the school buildings varied considerably from one district to another. Admittedly, some of the buildings were rather inadequate, as the traditional Micronesian

² See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1951, to June 30, 1952, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior, Washington, D.C., 1953.

structures did not really admit enough light for a school, and others were not as well maintained as they should be. Well-kept and well-managed school buildings, and municipal affairs generally, depended on the leadership of the district administrator, his staff and the local indigenous leaders. The local municipalities were supposed to pay the salaries of the elementary school teachers. The Administration supplied textual material — much of it translated into the various local dialects — blackboards, chalk and a certain amount of stationery. There was a growing appreciation of, and interest in, formal education and it was hoped to extend the assistance given out of local revenues as the people became more prepared to shoulder the financial burden. In the Saipan district the municipalities paid only 30 per cent of the total cost of elementary education, since the Navy was spending more on education in that district than his Administration in the rest of the Territory.

24. Mr. RIFAI (Syria) wondered how the statement in the annual report (p. 64) that education was the responsibility of the people should be interpreted; under the Charter and the Trusteeship Agreement, education was also and essentially the responsibility of the Administering Authority.

25. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) fully agreed with the Syrian representative. Education should ultimately be the responsibility of the people, but until they recognized and assumed that responsibility, the Administration must bear the burden and inculcate an appreciation of education. The Administration's expenditure on education amounted to approximately \$400,000.

26. In reply to questions by Mr. LOOMES (Australia), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that the programme for co-operative and voluntary inspection of schools had not yet been fully implemented. The teachers and administrative personnel, including the Supervisor of Education, were working together very well, and conferences were being held with the leaders and parents. The students themselves undertook some supervision at the Pacific Island Central School and possibly in some of the intermediate district schools.

27. Traditional attitudes were the main bar to the education of girls, although the limited number of vocational opportunities was also a factor. Opportunities were increasing in the fields of nursing and clerical services; the number of girls pursuing higher education could be expected to increase proportionately and the customary attitude to the education of women would to some extent be modified. The parent-teacher associations were helping to promote the idea of women's education.

28. The community development projects were under the Island Affairs Officers. In the case of Koror, the chief community improvement project, financial support and advice had been received from the South Pacific Commission. The ordinary meetings and conferences of the people in connexion with the visits of the district officials were another form of adult education. The agricultural agents, too, in their extension work, provided a very important and practical form of adult education which the Administration was planning to extend. The nurses and medical practitioners gave a considerable amount of informal but important and effective health education among adults. There was a formal trade and vocational training programme and some night classes were held in the Saipan district.

29. Mr. LOOMES (Australia) noted with interest that the amount of reading material being made available to the people both in the vernacular and in English was increasing rapidly and asked for information concerning the kind of literature that was made available in the vernacular.

30. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) read the titles of several publications translated into the vernacular for use in the schools and in adult groups. Most of them were practical and referred to local matters, such as the growing of taro, bananas and bread-fruit, or the geography of the islands. There were also a teacher's guide to developing good citizenship, regular educational bulletins, a publication on health and a publication on *The Sounds of English*. It had not so far proved possible to translate any of the English classics into the indigenous dialects.

31. In reply to a number of questions by Mr. DORSINVILLE (Haiti), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) explained that all the elementary teachers were now Micronesians; there were a number of Micronesian teachers at each intermediate school and at the Pacific Island Central School. Two Micronesian elementary school principals and one Micronesian elementary school supervisor had been appointed since the period covered by the report. Steady progress was being made towards qualifying the Micronesians to take over the education of the indigenous inhabitants. Approximately 100 young people were receiving advanced training abroad.

32. There were a certain number of missionary or church schools in the Trust Territory. In most cases they were boarding schools. Their standards were comparatively high; they stressed formal education and mastery of the fundamentals as well as giving careful training in certain other matters such as manners, etiquette and household activities. There were separate schools for boys and girls. The educational work in the Trust Territory would be seriously handicapped without the contribution of the mission schools, whose teachers were very carefully selected and trained. The mission schools received no government support but had the friendly co-operation of the district administrator, who was instrumental in providing tools or implements and, in some cases, vehicles.

33. There were not and had never been any formal schools conducted by the indigenous inhabitants. In the past the young people had learnt to perform the skilled activities of their daily lives, such as fishing, planting coconuts, taro and bread-fruit and preparing copra, clothing and implements by practice and by associating with older people who were adept at those skills.

34. Mr. DORSINVILLE (Haiti) noted that there was no organized adult education or community development programme on Yap, although an agricultural specialist had been successful in teaching better methods of plant selection and other technical matters. In view of the agricultural specialist's success, it would be interesting to know what difficulties prevented the extension of the adult education programme.

35. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the people of Yap were proud of the way in which they managed their own affairs and did not welcome interference. Fear that the rhinoceros beetle and other pests might be introduced to the island had led them to accept the practical advice of good agriculturalists. It

was only a question of time, however, before they would be impressed with the advantage of making other changes, in sanitation for example.

36. Mr. GIDDEN (United Kingdom) felt that local education committees would be a particularly helpful way of consulting the local people and interesting them in compulsory education. He wondered whether any formal bodies of that nature had been established in any of the islands or whether it was too early to expect such a development.

37. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that the Micronesians were accustomed to reaching decisions separately in the older men's groups and the older women's groups. A parent-teacher association was an entirely new type of organization to the Territory and an imposition of something foreign upon the established customs. Nevertheless, parent-teacher associations were beginning. The general practice, however, was for the groups of leaders in a given district to be asked for advice and to discuss the matter in their own way. The introduction of special advisory committees on education would probably come in time, but not for a few years.

38. In reply to a further question by Mr. GIDDEN (United Kingdom), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) agreed that the standardization of orthographies was very important. In addition to the anthropologists who were continually working in the field, the Administration had appointed a specialist in linguistics. Unfortunately, however, the post had had to be discontinued owing to budget reductions, although the linguist had been retained as a teacher and was continuing his linguistic work. It was very important that the orthography should be correct. The first effort at a written language had been the missionaries' translation of the Bible, which was extensively used as literature throughout Micronesia. While it was an excellent text, it was not entirely accurate and the errors in it had, in some cases, actually changed the way in which certain words were spoken. There were a number of problems which had to be worked out slowly. Steady progress would be made, although, of course, much more could be achieved if additional funds were available.

39. In reply to questions by Mr. S. S. LIU (China) concerning educational wastage and the certification of teachers, Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that one of the difficulties of getting 100 per cent attendance at the schools and 100 per cent success in the educational programme was the difficulty of supervising the remote atolls where the people had to rely upon their own resources and their own ways. It was noticeable that proximity to the district centres stimulated progress. It would be some time before there was perfect attendance at the schools and before the curricula and buildings were brought up to the desired standards. Apart from the problem of funds the people themselves must be encouraged to play a greater part in education. Steady progress was being made, although the Administration was admittedly still far from accomplishing its objectives.

40. When the first elementary schools had been established, before the district intermediate schools and the Pacific Island Central School, the district administrators had had to select the young men with the greatest promise, give them some instruction and then appoint

them as school teachers. Although their qualifications and competence could not have been very high at first, a start had been made. In the meanwhile the intermediate schools had been established and the pupils there had been trained up to and including the sixth grade, although that standard would probably not be above the third grade in the United States. The graduates of the intermediate schools had been appointed teachers in the elementary schools. They had some formal education in reading, writing and the use of numbers; their characters were good and they were industrious. The certification of teachers would be a slow process. Summer courses were being given to the teachers already employed, but it would probably take five years for them to reach even minimum standards, and another five years to reach the standard required of teachers in the United States itself.

41. In reply to questions by Mr. PERRY (New Zealand), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said that candidates for secondary education were selected partly on the old basis of appraisal by the village or municipal community and partly on performance at elementary school. About one-quarter of all elementary pupils entered the intermediate schools, which were boarding schools on lines similar to those of mission boarding schools and were expensive to run; entry was competitive. The Administration's policy was to provide services in a form in which the local economy could maintain them, and to improve that economy to enable it to expand the services. The aim was to encourage the population to extend intermediate education, but not beyond actual and potential resources.

42. The people had demonstrated their capacity to build substantial churches and could be assumed capable of building adequate schools with minimal assistance from the Administration. There were adequate supplies of steel and lumber in the Territory, and the people would need only to purchase cement. When their appreciation of education equalled their appreciation of religion, they would probably build and maintain schools.

43. In reply to questions by Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) pointed out that the salaries of indigenous teachers were set forth on page 73 of the Administering Authority's annual report. A comparison between the rates of pay of United States and indigenous public servants could be made from the scales shown on page 92 of the report. The pay ranges marked "GS" referred to United States personnel, and those marked by Roman numerals to indigenous personnel; most educators were given a GS classification. Pages 126 to 128 of the report explained the classifications in full. The average American teacher would be classified as GS-7 and would receive a salary of \$4,205 to \$4,955 a year; a Micronesian teacher in the corresponding grade would be paid \$665.60 to \$873.60 a year.

44. Mr. TSARAPKIN (Union of Soviet Socialist Republics) noted that the number of students in the Territory appeared to have decreased, though the UNESCO representative had stated the contrary to be the case. According to a previous report of the Administering Authority there had been 1,946 students at Ponape and 3,776 at Truk in 1947-1948, while the present report gave figures of 1,788 and 2,517 respectively for those areas.

45. Mr. RYCKMANS (Belgium) suggested that the reason for the reduction might be a fall in the birth rate during the Second World War.

46. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that the figures referred, not to children of school age alone, but to all students. Moreover, the reduction in numbers had already begun in 1947-1948, when children born during the war were not yet of school age.

47. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) considered that the UNESCO representative's statement was correct. The numbers of students given by the Administering Authority for 1948-1949 included over-age students who had been unable to attend school during the war; thus the enrolment figures for that period were not typical. Comparison of the present report with that for 1952 showed an increase of 250 in the number of male students enrolled in elementary schools; a slight decrease in the number of female students so enrolled, from 2,674 to 2,636; and a substantial increase in the number of girls attending mission schools, from 571 to 690. There was no reason why there should be any decrease in the number of students.

48. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked whether any indigenous inhabitants had graduated from universities, and whether the students mentioned by the special representative as studying at Suva, Manila, Honolulu and in the United States were financed by the Administering Authority or by other sources.

49. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) replied that to the best of his knowledge there were no indigenous graduates. Education had been given in Japanese for more than a generation, and many indigenous inhabitants had received higher education in Japan but not, so far as he knew, to graduate level. The Japanese had provided little education in the vernacular and had paid little attention to Micronesian schools; the period of trusteeship had been too short for students to have completed the cycle of elementary, secondary and university studies since it began.

50. The Administering Authority financed the studies abroad of one student from each district; the United Nations provided one scholarship for a student from the Trust Territory; the missions sent students abroad and assisted them, and several civic organizations in Hawaii sponsored Micronesian students for study at Honolulu. Families, municipalities and schools also raised money to finance students abroad. Most students were helped to find families for which they could work in return for board and lodging, and the system was supervised to prevent abuse. The thirty students now at Suva were all financed by the Administering Authority.

51. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said, in reply to previous questions that, apart from the Chief Jus-

tice and the Associate Justice of the High Court, all magistrates and judges of the municipalities and districts were Micronesians. In addition to the American Trust Territory Public Prosecutor and American Public Defender, each district now had a Micronesian Public Defender. The Micronesian Public Defenders and municipal magistrates were trained by the American Public Defender and the two American justices; a special ten-day course had been arranged for the summer of 1954. All clerks of courts were Micronesians. The competence of Micronesian legal and judicial personnel was steadily improving. The people were becoming accustomed to the Code of the Trust Territory and for the most part recognized its fairness. Due allowance was made, in the Code and in the teaching of judges, for customary law, with which the American judges and Public Prosecutor were becoming more familiar. Each district court had original jurisdiction, concurrently with the trial division of the High Court, in all civil cases where the amount claimed or value of property involved did not exceed \$1,000, except Admiralty and maritime matters and the adjudication of title to land or any interest therein other than the right to immediate possession, and in all criminal cases involving offences against the laws of the Trust Territory, including generally recognized local customs, for which the maximum penalty did not exceed a fine of \$1,000 or one year's imprisonment or both. Each district court had jurisdiction to review on appeal the decisions of the community courts of the district in both civil and criminal cases. In general there was increasing satisfaction with the application of justice and legal procedures throughout the Trust Territory.

52. The American principals of three intermediate schools had been replaced by Micronesians. At Saipan an American had been replaced by a Micronesian as agricultural extension agent. Like the Micronesian judicial and legal personnel already mentioned, those appointments indicated the Administering Authority's policy of using Micronesians in all posts for which they were qualified. The policy would be implemented first at the district level, and some time would be required before the experience thus gained qualified Micronesians for work on the High Commissioner's staff. It was believed that several of the hundred advanced students studying abroad would qualify for higher-level posts in all branches of the public service; in addition, many Micronesians up to grade VIII were acquiring valuable training and experience and were expected to qualify for promotion in due course. The Administration intended to reduce its American personnel to a minimum in ten years, and to replace them by Micronesians in posts for which the Micronesian economy would be able to pay and perhaps also in some posts for which the Administering Authority's budget would pay. Since the period covered by the report, thirty Micronesians in grades I to VIII had entered grades IX to XII, which was very gratifying and showed the Micronesian capacity for advancement.

The meeting rose at 1.20 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Monday, 12 July 1954,
at 2.30 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization, World Health Organization.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (continued)

[Agenda item 4 (e)]

At the invitation of the President, Mr. Midkiff, 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. PIGNON (France) observed that appreciable political progress had been made in the Territory. He congratulated the Administering Authority on the decision to transfer the headquarters of the administration to Guam, and was glad to note that local advisory bodies had been set up in each district during the year. He also noted the increase in the number of elected officials, which appeared to indicate that the elective principle would eventually become generally accepted in the Territory without external pressure. It would therefore be unnecessary to force the pace of political development; instead the Administration's main task would be to strengthen and guide the local advisory bodies in the management of local affairs. Although the population was not ready for indigenous institutions on a Territory-wide basis, meetings of the inhabitants of an archi-

pelago for the discussion of common problems should be feasible, despite the distances between islands, and would be facilitated by the choice of Guam as administration headquarters. The time-limit set by the Administering Authority for the enactment of an Organic Act seemed to be reasonable.

2. Despite the systematic efforts of the Administering Authority, the economic situation gave no grounds for optimism, and the increase in population brought about by the improvement of public health would eventually call for some emigration. In agriculture, mechanization did not seem to be desirable and there was little scope for the introduction of new crops, other than cacao. Pest control and the selection of pest-resistant high-yield strains could do much to increase production.

3. The distances and high cost of transport limited the potential scope of local handicrafts and of the fishing industry, but it might be worth while to manufacture fish flour, fish oil and fish fertilizer, for which efficient equipment could be had. If a small fleet of schooners was built up, employment would be provided for many islanders and freight costs would be reduced. Although he was happy to learn that a number of indigenously owned enterprises had been established, he felt that they would not completely replace the Island Trading Company, which had provided funds to finance various schemes of benefit to the population. He hoped that requests for funds would be approved and that the High Commissioner would not be obliged to cut his development plans.

4. Impressive progress had been made in the field of health; the formation of an efficient indigenous medical staff and the addition of two leprosaria at Yap and Ponape were particularly important achievements.

5. Although it was undoubtedly difficult to settle questions of ownership, it would appear that a more sustained effort would have to be made to solve the land tenure problem, to the importance of which the United Nations Visiting Mission to Trust Territories in the Pacific, 1953, had drawn attention in its report on the Territory (T/1077). In particular, the excellent teams which the Mission had observed at work might be strengthened.

6. Systematic and serious efforts were being made to develop education. The United States teachers were capable and devoted, and the indigenous teachers appeared competent, but the question of teachers' salaries required attention. The Administration should also make small grants towards the construction and improvement of school buildings. It would be wise to provide training to enable some of the indigenous inhabitants to earn their living outside the Territory.

7. The draft resolution submitted by Belgium, France and the United Kingdom to the Standing Committee on Petitions (T/C.2/L.102/Rev.1) fully conveyed his views on the petition from the Marshallese people (T/PET.10/28).

8. For the Pacific Islands the year under review had been one of solid and methodical progress.

9. Mr. RYCKMANS (Belgium) was gratified that the various branches of the administration were being brought closer to the Territory. Guam, while not part of the Trust Territory, was a better site for the headquarters than Hawaii.

10. The Administration had rightly shown caution in introducing reforms in order to avoid upsetting the established order. It was essential to bear in mind the special conditions in the Trust Territory. He had not been able to deduce from the Administering Authority's annual report¹ and the special representative's opening statement (550th meeting) the policy adopted with regard to the codification of customary law. The danger of any such codification lay in inhibiting the natural evolution of a system which would otherwise be modified to conform to changing circumstances.

11. The Administering Authority was acting wisely in reducing the Administration's part in the life of the Territory; the economy would never be able to sustain a budget of the present size. However, despite that policy and the efforts being made to increase the national income in order to make the Territory economically independent, the Administration would have to continue giving generous assistance to maintain the existing standard of living of the population. It was to be hoped that the burning question of war damage and land title claims would be settled in the near future. He felt some anxiety at the liquidation of the Island Trading Company, and hoped the Administration would be able to continue at least the Company's Copra Stabilization Fund.

12. He agreed with the French representative that some emigration would become necessary. In that connexion, the Administration's efforts to develop general education had not been balanced by a comparable effort to develop skilled trades. Particularly on isolated islands, there was a need for blacksmiths, carpenters and joiners, and the establishment of a vocational school would equip future emigrants to earn their living elsewhere. The Council should express its satisfaction at the fact that one hundred students, including thirty at the Central Medical School, Suva, were studying abroad, and that elementary education was provided in the indigenous languages. The Administration should, however, correct a situation in which three-quarters of those qualified for teaching turned elsewhere for better pay; if local resources could offer teachers only low pay or even bare subsistence, there was a case for a subsidy by the Administering Authority.

13. In general his delegation felt that the Administering Authority had fulfilled its obligations under the Trusteeship Agreement.

14. Mr. MUNRO (New Zealand) felt that general progress was being made and that the people were being wisely guided along the path of political development. The Administration's economic, health and education policies were taking firm shape in spite of the many obstacles. Deficiencies, for instance in hospital accommodation and the standard of school buildings, should be recognized but should not be given undue weight. The Council's main concern should be with basic policy and the rate, rather than the details, of its application.

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

The High Commissioner and his staff certainly had the highest regard for the people's welfare, and the year's achievements were gratifying.

15. The Territory's resources were limited and the people would no doubt have to rely mainly on the customary indigenous products. The experiments made with coffee, cacao, cattle-breeding and other measures to strengthen and diversify the economy were commendable, and the High Commissioner would doubtless continue planning to overcome the problems of which the Council had learned. It was to be hoped that development would not be impeded by lack of funds, a possibility which appeared to be indicated by references to the Territory's limited budget. It was gratifying to note the organization of indigenous successors to the Island Trading Company and the Administration's plans to maintain the Copra Stabilization Fund. He hoped that the Administration would ensure the continuance of the beneficial effects of the Company's centralized and co-ordinated activities, which had been a major stabilizing influence in the Territory's trade.

16. The fact that progress was being made in the relocation of the Administration's headquarters was welcome. Its eventual establishment within the Territory would foster the Territory's political and economic unity and provide the basis for advancing the development of a career public service. He hoped that funds for such a permanent installation would be made available in due course.

17. His delegation felt that more attention should be given to statistical organization. His main concern, however, was with the rate of change in the Territory. He agreed that it was desirable not to replace the old by the new but to blend the two harmoniously and to improve the standard of living without imposing false standards. Progress would of necessity be slow, but change was inevitable. The Territory's resources were limited, its extent great, and the people had had only a brief experience of democracy; but the introduction of scientific methods of agriculture, disease control and sanitation, of new foods, education and new political concepts would have an undeniable impact. The problem was whether evolution should be allowed to take its course or should be encouraged by tactful pressure from the Administration.

18. The answer to that question would vary with the area under consideration. In larger communities and in those offering industrial employment positive encouragement should be given to the process of development. Wherever the capacity for such development was held in check by established interests, tactful pressure should be applied and need not conflict with the basic aim of preserving what was best in indigenous custom. The policy of gradualness had not deterred the Administration's initiative in, for instance, health and agriculture, and commendable progress had been made in those and other directions.

19. Considerable success had been achieved in associating the people with the administration of the schools, but his delegation felt that in that direction a more rapid rate of advance was warranted and that the Administering Authority should take more positive steps, by improving sub-standard schools, providing essential furniture and equipment where it was needed, and reviewing salary scales in order to attract more students into the profession. He was not suggesting that standards should be set which it would not be possible to maintain in the future but that a conscious effort in the

field of education would greatly assist the growth of political consciousness as well as economic and social progress.

20. While reserving his Government's right to state its policy on the matter of the Marshall Islands tests when the Council considered the report to be submitted by the Standing Committee on Petitions, he wished on behalf of his delegation to accept the assurances given by the Administering Authority that although the tests would continue, every precaution would be taken to safeguard the present and future well-being of the islanders.

21. Mr. LOOMES (Australia) wished to congratulate the Territory upon its participation in international organizations such as the World Health Organization.

22. His delegation was well aware of the special problems involved in administering a territory scattered over so wide an area and fully approved the Administration's method of establishing democratic institutions, first at the municipal level, then at the district level and finally at the inter-regional or federal level. In that way, although different parts of the Territory were at different stages of development, all were going in the same direction and proceeding by a natural course of growth.

23. There had been much progress in the judicial field, nearly all legal positions, including those of all judges in the district and community courts, being filled by indigenous inhabitants. His delegation was pleased to note that during the past year a Micronesian Public Defender had been appointed for every district.

24. The Territory's resources appeared to be sufficient, if not abundant. The Administering Authority was clearly aware of the need to increase revenue by finding other products for export besides copra. That was not easy, but the Administering Authority was doing all in its power to develop, for instance a fishing industry, and to establish cacao production in the Territory. The Administering Authority was to be congratulated on its policy of preserving the natural resources of the region, encouraging local trading organizations and preparing the indigenous inhabitants to assume full responsibility for copra production and the copra trade at the earliest possible date.

25. The Administering Authority was rightly aware, too, of the need to improve communications. That was important for every aspect of life in the Territory — political, economic, medical and educational. His delegation had been pleased to hear from the special representative that when, in the near future, the Island Trading Company ceased to exist, its functions would be taken over by the Micronesian people themselves.

26. The training of doctors, nurses, and other medical personnel had greatly improved in the period under review.

27. Great strides had been made in the training of teachers and although the quality of the teaching remained to be improved, his delegation was satisfied that adequate measures were being taken by the Administering Authority. In particular, he would commend the training of students outside the Territory, in Suva, Honolulu and elsewhere.

28. In that as in every other field, the main question was the rate at which change should be effected. His delegation would not wish to hazard a positive answer, but it believed that in general the pace should not be forced, although in certain directions more rapid advancement was called for: the tendency to over-population

in certain of the islands, for instance, would necessitate measures to increase production and, perhaps, open up new areas for development.

29. His delegation was gratified to note the increasing part being played by the Micronesians in the administration of the Territory. Nevertheless, it was clear that during the long period of development which lay ahead, the Territory would need the assistance of experienced United States administrators.

30. With regard to the petition from the Marshall Islanders (T/PET.10/28), he would reserve his delegation's remarks until the Council had before it the report of the Standing Committee on Petitions.

31. Mr. S. S. LIU (China) noted with approval the steps taken in response to the Trusteeship Council's recommendations that the headquarters of the Territory's government should be established in the Territory. His delegation welcomed the special representative's assurance that organic legislation for the Territory would be enacted by the United States Congress in or before 1960 after full consultation with the indigenous inhabitants.

32. General progress in local and district government appeared satisfactory. The steady increase in the number of indigenous judges and in indigenous participation in the administering services was commendable. The self-government congress held at Truk had clearly been an instructive experiment. It was to be hoped that a central government for the Territory would eventually be established.

33. In the economic field, his delegation noted with satisfaction the various measures taken to increase local production by the improvement of coconut planting, the spread of cacao and coffee cultivation and the expansion of the fishing industry. The tendency towards over-population made it all the more important to increase the productivity of native resources.

34. It was reassuring to hear that the Administration was prepared to settle the land claims of indigenous inhabitants and to pay off other debts and claims. The proposed liquidation of the Island Trading Company and the transfer of its operations to the Micronesian people themselves was to be commended.

35. In the social and educational fields much progress had been made and the Administering Authority was obviously alive to outstanding needs. In particular his delegation would draw attention to the need to review teachers' salaries.

36. It was clear from the annual report and from the special representative's opening statement that the Administering Authority was keenly aware of its great mission and was conscientiously endeavouring to fulfil the objectives of the Trusteeship System.

37. Sir Alan BURNS (United Kingdom) said that his delegation was satisfied from the report of the Administering Authority and from the special representative's statement that the political development of the people of the Pacific Islands was proceeding in a practical and reasonable way in full accord with the Charter and the Trusteeship Agreement. The special representative had pointed to the danger of haste in changing the customs of the Micronesians; in that respect, he would agree with the statements of the representatives of New Zealand and Australia. It was obviously right, as the special representative had suggested, to build constructively and cautiously upon the basis of Micronesian custom and culture. He would only add the word "courteously", for the Micronesians, like other peoples,

were undoubtedly sensitive to the treatment accorded their age-old customs and culture. Only when they were ready for them would they be able to absorb the best elements of an alien culture.

38. It was evident from the special representative's remarks that the Administering Authority was adopting towards economic, social and educational changes the same cautious and sympathetic attitude that it had displayed in its political and constitutional policy. His delegation heartily approved that approach to the problem. He would, however, endorse the suggestions of other representatives concerning teachers' salaries.

39. The special representative had described the aim of the Administering Authority's economic policy as the development of a self-sufficient economy above the subsistence level; that policy might involve some painful readjustment for the Micronesians but he was confident that the helpful attitude of the Administering Authority would make the process easier. His delegation commended the improvements and the research work being carried out in agriculture and fishery. It was glad to learn that Micronesians were being instructed to take over the work of the Island Trading Company.

40. He would not refer to the question of the petition from the inhabitants of the Marshall Islands, which would be raised in the Council at a later stage.

The meeting was suspended at 4. p.m. and resumed at 4.25 p.m.

41. Mr. DORSINVILLE (Haiti) stressed that, owing to their geographical situation, inadequate natural resources and weak administrative and political structure, the Pacific Islands were especially vulnerable to outside influences. Accordingly, while Haiti did not advocate a policy of paternalism, it was convinced that the survival of the islanders could only be assured by steady and increasing assistance from the Administering Authority. Financial aid should be given for the building of schools, hospitals and agricultural stations; the Administration could not depend, for the establishment of those basic institutions, wholly on the population. It was more likely to secure the co-operation of the more enlightened islanders by providing those necessities. Similarly, less emphasis should be placed by the Administration on the diversification of economic activities and the expansion of trade, for the time being, and more attention given to eradicating the diseases undermining the physical well-being of the islanders. Efforts should be concentrated on treatment of disease rather than on preventive measures. For example, it should be ascertained whether the incidence of tuberculosis was due to a deficiency of proteins in the indigenous diet.

42. Haiti was also concerned that the Administering Authority should provide as much financial and technical assistance as possible to the inhabitants of Eniwetok and Bikini Atolls, with a view to re-settling them on other atolls and enabling them to return to a normal life.

43. Lastly, it fully respected the right of the Marshall Islanders to express apprehensions regarding continuance of the scientific experiments being carried out there by the Administering Authority. It recognized the right of the people to insist that every precaution should be taken to prevent recurrence of the tragic effects it had suffered in the past. But it also respected the pledge given by the Administering Authority on many occasions that it would in fact take those necessary precautions. While Haiti would be unable to support either the USSR draft resolution (T/C.2/L.101) or the Indian

draft resolution (T/C.2/L.104), both of which had been submitted to the Standing Committee on Petitions but which would shortly come before the Council for debate, it was anxious to reconcile the various views so far as possible. If no agreed text could be worked out, however, Haiti would support the draft resolution submitted to the Committee jointly by Belgium, France and the United Kingdom (T/C.2/L.102/Rev.1). He reserved the right to submit other proposals, if appropriate.

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

General Assembly resolution 752 (VIII) and Trusteeship Council resolution 866 (XIII): Attainment by the Trust Territories of the objective of self-government or independence: report of the Secretary-General (T/L.464 and Corr.1 and Add.1) (continued)

[Agenda item 11]

44. Mr. PIGNON (France) said that the interpretation of the French Constitution given in the interim draft report prepared by the Secretary-General (T/L.464 and Corr.1 and Add.1, annex) and the conclusions drawn concerning the status of the Cameroons and Togoland under French administration did not entirely agree with the interpretation given by his Government and the legal authorities who had studied the problem. Moreover, the draft report attached undue importance to constitutional considerations: the French Constitution had been adopted before the Trusteeship Agreements had been concluded; it was democratic and compatible with all the principles of the Charter.

45. In view of the Council's heavy agenda he would refrain for the time being from embarking on a detailed consideration of the substance of the question and would merely submit a number of amendments (T/L.501) to the sections of the draft report dealing with the two French Trust Territories. The amendments were limited in scope and mainly formal. If they were adopted, the report would be an objective study of comparative administrative law and his Government would not be forced to endorse arguments and conclusions foreign to it.

46. The amendment to paragraph 10 of the draft report was more logical and in keeping with the facts than the first two sentences of the paragraph as they stood; in the third sentence, the adjective "specified," before the word "powers", was too limiting and should be deleted. The amendment to paragraph 12 was similar in scope. In paragraph 47, the word "however" in the second sentence was either unnecessary or tendentious; it should be deleted. The amendments to paragraphs 23, 34 and 67 were purely stylistic.

47. Mr. SINGH (India) said that some of the information contained in the Secretary-General's draft report should be brought up to date. In the case of Togoland under British administration, for example, the report failed to take into account the memorandum submitted by the United Kingdom Government on 21 June 1954, which had been transmitted to the Trusteeship Council by document T/1130. References to that memorandum might be inserted in paragraphs 5, 11 and 33. He read out certain texts which, his delegation thought, it might be well to insert into those paragraphs.²

² The final text of the amendments proposed by the Indian delegation was subsequently circulated in document T/L.507.

48. There were obvious gaps in the information provided by the Administering Authorities. Paragraphs 50 and 58 for example contained no information on the present status of the long-promised political reforms in the Cameroons and Togoland under French administration. France, Belgium and Australia (in the case of Nauru) had not yet resorted to consultation with the indigenous inhabitants as the basis of constitutional and political developments; more explicit information on their policies in that respect would be welcome. In the case of Ruanda-Urundi there was a conspicuous lack of information on the means by which self-government or independence was to be accorded and in particular the method by which the executive and legislative powers would be transferred to the population in accordance with the Charter and the Trusteeship Agreement. If the Belgian delegation was prepared to make a policy statement on that matter, it should be incorporated in the report. Otherwise, the report should state that the relevant information was not available to the Council.

49. Resolution 752 (VIII) called for the Council's conclusions and recommendations on various aspects of political advancement. It might be argued that the Council had already adopted such conclusions and recommendations in connexion with its regular examination of the annual reports. Nevertheless, many of those conclusions and recommendations either dealt only superficially with the subjects concerned or had long since fallen by default. In addition, it would be useful and realistic at that point in the history of the Trusteeship System for the Council to undertake a comprehensive review of the main elements in the political development of the Trust Territories as a whole, to emphasize the essential criteria that should be common to all the Trust Territories and to measure their present status against those criteria.

50. The draft report was a unique comparative study of political development in the Trust Territories. It threw into striking relief the remarkable diversity of standards and methods of political development apparently being applied in the various Territories. The Charter, on the other hand, laid down common objectives and principles which required basically similar, although not identical, policies and programmes to be applied in all the Territories. Since the most striking disparity was found between Territories with virtually the same peoples or peoples at a very similar level of development, the multiplicity of standards would seem to originate in fundamental differences of policy and approach on the part of the Administering Authorities rather than in natural or artificial differences in the maturity, capacity, energy and aspirations of the peoples. That striking disparity between policies rather than peoples should be reflected in the council's conclusions and recommendations.

51. He submitted various proposals along those lines (T/L.500) for inclusion in the draft report.

52. Mr. PIGNON (France) informed the Council, in connexion with paragraph 50 of the draft report, that draft legislation reforming the political institutions in the Cameroons under French administration had been prepared and was under consideration by the *Conseil d'Etat*. The bill reforming the political institutions in Togoland under French administration, mentioned in paragraph 58 of the draft report, had been discussed by the Assembly of the French Union, which had adopted a recommendation on it on 30 June 1954. The number

of registered voters in Togoland under French administration had risen above the figure given in paragraph 74, which referred to March 1953. On 1 March 1954 there had been 152,099 registered voters. In the field of local government, the difficult problem of the municipal council at Douala had been solved. In future, Douala would have an elected municipal council.

53. It was not true that there had been no popular consultations in the French Trust Territories. The peoples of the Cameroons and Togoland had deputies and senators who were in constant touch with the Government and the Administering Authority and who could express their constituents' point of view at any time. The consultation was therefore permanent in character.

54. Mr. RYCKMANS (Belgium) drew attention to the fact that no annual report on the administration of Ruanda-Urundi had been considered since the adoption of General Assembly resolution 752 (VIII) and the thirteenth session of the Trusteeship Council. He was not prepared to discuss the information that would be contained in the next report on Ruanda-Urundi at the current session.

55. Mr. ASHA (Syria) said that the Secretary-General's draft report was a most interesting and valuable review of the situation in the Trust Territories. It showed how far the Council had yet to go to ensure that the objectives of the Trusteeship System were fulfilled and that they were fulfilled by positive, progressive stages and methods compatible with the principles of the Charter rather than at some indefinite future date and by any method which suited the Administering Authorities. He was not accusing any Administering Authority of irresponsibility or reckless disregard of the principles of the Charter. Their convictions and interpretations were undoubtedly sincere though, at times, mistaken.

56. He analysed the principles and procedures of the Trusteeship System and emphasized that the main difference between Chapter XI of the Charter dealing with Non-Self-Governing Territories and Chapter XII dealing with Trust Territories was that Chapter XI referred only to the development of "self-government", whereas Chapter XII spoke of "progressive development towards self-government or independence". Self-government by itself could be interpreted in many ways: it could be equivalent to independence or it could be merely domestic or partial autonomy. In the context of "self-government or independence", however, self-government could mean only that the normal goal of each Trust Territory was full self-government or full independence. Any other form of self government — partial or domestic — could be the end result only in exceptional cases, when the special circumstances of the Territory and the freely expressed wishes of the people demanded it. Until such exceptional circumstances and freely expressed wishes were proved, the United Nations, including the Administering Authorities, must proceed on the assumption that the final objective was full self-government if not complete independence.

57. The promotion of that objective implied that the whole policy and administrative programme in each Territory must be designed to bring about the progressive transfer of full executive and legislative powers to the people themselves. To that end, the Administering Authorities must take the measures specified in paragraph 3, sub-paragraphs (a), (b), (c), (d) and (e), of General Assembly resolution 752 (VIII). Those basic measures must be common in their essential features

to each and every Trust Territory, although certain differences of method and procedure or in the structure of the institutions were permissible. No Administering Authority should presume to judge in advance — above all without adequately consulting the people — that a given Territory need have no legislature of its own, could share its legislature with another Territory or be satisfied merely with representation in the metropolitan parliament. Nor should any Administering Authority prejudge the future political status of the people in any way that differed fundamentally from full self-government or independence, or start building up a constitutional or political structure which would later make it difficult for the people to become a nation in their own right.

58. In conclusion, he agreed with the Indian representative that the conclusions and recommendations already adopted by the Council during the examination of the individual annual reports were not entirely satisfactory. He reserved his delegation's right to comment on the Indian representative's proposals when he had seen them in writing.

59. The PRESIDENT proposed that further discussion of the item should be postponed pending consideration of the amendments and proposals submitted by French and Indian delegations.

It was so decided.

General Assembly resolution 757 (VIII): petitions from the Ngoa-Ekéle Community, Cameroons under French administration, concerning adjustment of their land complaints

[Agenda item 12]

60. The PRESIDENT, reviewing the background of the item, recalled that at the thirteenth session (517th meeting) the Council had deferred consideration of it until the current session, when it was to receive additional information from the French representative indicating the extent to which the General Assembly's recommendations had been implemented.

61. Mr. PIGNON (France), taking point by point the recommendations contained in Assembly resolution 757 (VIII), explained that the whole problem had been re-examined in a joint session of the authorities concerned and the representatives of the Ngoa-Ekéle Community, including the petitioners. The Administration had then proceeded to give effect to the Assembly's recommendation that the Community should avail itself of whatever legal recourse remained open in connexion with the lands on which its members had originally been settled and whatever further compensation might be possible. As a result, it had been clearly established that the expropriation made in 1940 had been legal and that the Ngoa-Ekéle Community had received fair compensation for the land.

62. In accordance with operative paragraph 4 of the Assembly resolution, the Administration was at present negotiating with the representatives of the Community regarding the delimitation of 30 hectares of land to which the Ngoa-Ekéle Community would have undisputed title. The land had been selected after the Community had complained of difficulties in occupying another tract offered it near the original site and made more desirable by a highway. It was true that other communities would have had the right to use that land.

63. The PRESIDENT suggested that the Council should take note of the French representative's statement.

It was so decided.

Examination of petitions (continued)

[Agenda item 5]

REPORTS OF THE STANDING COMMITTEE ON PETITIONS CONCERNING THE CAMEROONS UNDER FRENCH ADMINISTRATION (T/L.470, T/L.481)

Eighty-first report of the Standing Committee on Petitions (T/L.470)

64. The PRESIDENT drew attention to the draft resolutions contained in the annex to the Standing Committee's report (T/L.470), and asked members of the Council to vote on those texts.

Draft resolution I was adopted by 11 votes to none, with 1 abstention.

65. Mr. MASSONET (Belgium) asked for a separate vote on paragraph 3 (b) of draft resolution II, which was clearly inconsistent with the statement made in paragraph 2 (a) regarding the right of appeal from decisions of the chief subdivisional officer.

Paragraph 3 (b) of draft resolution II was adopted by 6 votes to 5, with 1 abstention.

Draft resolution II as a whole was adopted by 6 votes to none, with 6 abstentions.

Draft resolution III was adopted by 11 votes to none, with 1 abstention.

Draft resolution IV was adopted by 10 votes to none, with 2 abstentions.

Draft resolution V was adopted by 10 votes to none, with 2 abstentions.

Draft resolution VI was adopted by 11 votes to none, with 1 abstention.

Draft resolution VII was adopted by 10 votes to none, with 2 abstentions.

Draft resolution VIII was adopted by 9 votes to none, with 3 abstentions.

Draft resolution IX was adopted by 10 votes to none, with 2 abstentions.

Draft resolution X was adopted by 9 votes to none, with 3 abstentions.

Draft resolution XI was adopted by 10 votes to none, with 2 abstentions.

The recommendation contained in paragraph 3 of the Standing Committee's report (T/L.470) was adopted by 11 votes to none, with 1 abstention.

Eighty-second report of the Standing Committee on Petitions (T/L.481)

66. The PRESIDENT asked the Council to vote on the draft resolutions contained in the annex to the Standing Committee's report (T/L.481).

Draft resolution I was adopted by 11 votes to none, with 1 abstention.

Draft resolution II was adopted by 3 votes to none, with 8 abstentions.

Draft resolution III was adopted by 6 votes to none, with 6 abstentions.

Draft resolution IV was adopted by 6 votes to none, with 6 abstentions.

Draft resolution V was adopted by 11 votes to none, with 1 abstention.

67. Mr. TARAZI (Syria) asked for a separate vote on operative paragraph 2 of draft resolution VI.

Operative paragraph 2 of draft resolution VI was adopted by 11 votes to none, with 1 abstention.

Draft resolution VI as a whole was adopted by 9 votes to none, with 2 abstentions.

Draft resolution VII was adopted by 8 votes to none, with 4 abstentions.

Draft resolution VIII was adopted by 9 votes to none, with 3 abstentions.

Draft resolution IX was adopted by 9 votes to none, with 3 abstentions.

The recommendation contained in paragraph 3 of the Standing Committee's report (T/L.481) was adopted by 11 votes to none, with 1 abstention.

The meeting rose at 5.50 p.m.



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President. Mr.] Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (*continued*)

[Agenda item 4 (e)]

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

GENERAL DEBATE (*concluded*)

1. Mr. QUIROS (El Salvador) stated that any evaluation of the Administration's achievements must take into account the geographical situation of the Trust Territory, which consisted of a vast number of small scattered islands with a population of about 60,000. Those facts, together with the diversity of languages and traditions, explained why there had been little noteworthy progress in the Territory, particularly in the political sector, since the visit of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953. It would be wiser to assess progress in the Territory with reference not to the previous year but to the three or four years preceding, particularly as the Administering Authority was trying to ensure that development in the Territory would not take place to the detriment of local customs. Although he himself supported that policy, he felt that modernization of the Territory should not be unduly retarded.

2. He noted, with satisfaction that the High Commissioner's office had selected Guam for its new headquarters and would thus be closer to the chief centres of the Territory, but he would like to see the administrative services set up their offices in the Territory proper. The indigenous inhabitants must assume an increasing proportion of posts of responsibility in order to prepare themselves to administer their own Territory.

3. Economic expansion of the Territory raised certain difficulties as local resources were limited. He hoped that the Administering Authority would continue to give the inhabitants the benefit of its technical and economic resources.

4. The public health situation was not entirely satisfactory and it was to be hoped that the Administration would make efforts to improve it.

5. He agreed with the conclusions put forward by the UNESCO representative (555th meeting), and supported the legislation for compulsory primary schooling. He paid a tribute to the efforts of the religious missions. The possibility of using broadcasting for adult education should be borne in mind. Finally, he called on the Administering Authority to spare no effort to develop education in order to place the economic and political development of the Territory on a sound basis.

6. He reserved the right to return to the problem raised by the Marshall Islanders' petition (T/Pet.10/28) when the Council had considered the report to be submitted on the subject by the Standing Committee on Petitions, and the accompanying proposals.

7. Mr. RIFAI (Syria) recognized that the geographical, economic and cultural conditions in the Territory made the Council's task difficult. Nevertheless, he was surprised at the Administering Authority's tendency to reduce financial aid to the Territory, even though such aid was undoubtedly much greater than local revenue. He could not see, for example, how the Administration could implement its various projects if that tendency were to continue. He agreed that modernization of the Territory should not be pressed too rapidly. But it must be borne in mind that the population of the Territory had already come into contact with modern civilization. Moreover, there was no need to delay the development of improved living standards for the inhabitants of the Territory, as that was one of the objects of trusteeship. No country could decide to remain apart from the world and deny itself the benefits of progress. He hoped, therefore, that development would not be retarded for lack of funds.

8. In the political sector, the Administration had endeavoured to respect local customs and, while establishing democratic institutions, had left the local bodies undisturbed. Consequently, the political system was too complicated for a population at the apprentice stage of self-government. Many districts had two separate assemblies, one composed of notables and the other of elected representatives. It seemed to him preferable to combine the two. The fact that the inhabitants were called on to take an increasing share in the affairs of the Territory made it all the more important to simplify political organization. In that connexion, everything must be done to enable the inhabitants to advance as soon as possible beyond the trusteeship stage.

9. He hoped the Administering Authority would soon overcome the financial limitations, which seemed to hamper the educational services so important for the future of the Territory. It was particularly unwise to rely exclusively on the meagre means of the population

for primary education. Moreover, it was important to adopt a definite educational policy, taking into account the possibility of a certain amount of emigration.

10. He approved of the choice of Guam as the new administrative headquarters, but, like the Belgian representative, he regretted that certain departments were distributed among Ponape, Guam and Truk. He noted with satisfaction that indigenous firms would soon replace the Island Trading Company. He entirely shared the Belgian representative's point of view on the question of the codification of local customs and thought that such a measure might be detrimental in the long run. Finally, he hoped that the Administration would soon solve the problems of land claims, war damage, post office savings bank deposits and the repayment of yen.

11. Turning to the problem arising from the Marshallese people's petition, he recalled that they had every right to hope that they would no longer have to bear the terrible consequences which thermonuclear tests were always liable to involve. The question was not purely a legal one; it was human and moral as well. He agreed with the French representative, but thought that examination of the problem was best limited to its legal aspects if a practical solution was to be found. There was no reason why the International Court of Justice should not be asked for an opinion on the legal aspects of the question and called on to take a decision not based solely on political motives. His delegation would take up the question again when the report of the Standing Committee on Petitions was submitted.

12. Mr. TSARAPKIN (Union of Soviet Socialist Republics) stated that the annual report¹ showed that the situation in the Territory had not improved at all; on the contrary, a stricter political régime had been imposed. The attempt of a few years before to transfer the administration to the civil authorities had been abandoned and power had again been divided between the High Commissioner and the naval authorities. There was nothing to indicate any evolution towards even the most limited measure of self-government based on democratic principles. At the municipal level, the administrative organs were under the authority either of hereditary non-elected chiefs or of leaders appointed by the Administering Authority with the consent of the chiefs, as had been brought out in the report of the 1953 Visiting Mission (T/1077). There was no legislation providing for the progressive development of local autonomous administrative bodies. Moreover, the establishment of central administrative bodies composed of representatives of the indigenous population had been postponed on various pretexts to the distant and quite indeterminate future. The United States Government should be reminded that the United Nations had not entrusted it with the administration of the Territory in order that the latter should be converted into a naval and military base. As the United States had assumed the responsibility of trusteeship, it was required each year to furnish evidence of political, economic, social and cultural progress. The fact that the population was not large did not detract in any way from those requirements.

13. The Administering Authority had no achievements and no progress to show. The population lived in truly

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

lamentable conditions. The information available to the Council showed that agriculture was primitive and that the few indigenous inhabitants who were employed were paid a starvation wage which did not afford them a tolerable existence. The Administering Authority was doing nothing to assist the population to acquire modern implements with which they could adopt more modern and efficient agricultural techniques. An overwhelming majority of the population had no income but were nevertheless compelled to pay to the local authorities a fixed poll tax established with no regard to the taxpayers' ability to pay; they were consequently obliged to pay the tax in kind or by labour. That iniquitous system must immediately be replaced by a system of income tax assessed according to the economic status of the taxpayer. The considerable decrease in the area of land available to the indigenous inhabitants had had the gravest effects on their material situation. Following successive occupations of the Territory by the Germans, the Japanese and finally the United States administration, the indigenous inhabitants had lost 63 per cent of their original meagre holdings of land. The Territory had no virgin soil which might have been brought under cultivation so as to absorb the population from the alienated land. It was therefore unrealistic to claim that the standard of living of the indigenous inhabitants was improving thanks to the development of the economy, in view of the fact that a constantly increasing population had to live off lands which had been so drastically reduced in size. The population had submitted many requests for the restitution of those lands, which were its only means of existence. The 1953 Visiting Mission had noted that there were 1,080 such requests presented; that was an enormous figure if it were remembered that the Territory had only some tens of thousands of inhabitants. Far from acceding to those claims, the United States Government arbitrarily alienated any land which it found suitable for military purposes such as the construction of naval bases or installations or for testing atomic and hydrogen weapons. The indigenous inhabitants of the regions concerned were driven out by force in defiance of the Charter and the Trusteeship Agreement, and without the slightest regard for their interests or desires. In any case, he failed to see how those interests could be defended by leaders who were not the elected representatives of the people but officials of the United States Department of the Navy, and how any contact could be made for the purpose of defending those interests between officials who did not speak the language of the country and a population which did not speak English.

14. When, despite the undertakings given, the Administering Authority decided to expel the population of whole islands, it gave no thought to what might be their fate and did nothing to ensure their livelihood. The case of the people of Bikini was very typical. In 1946 all the inhabitants had been expelled from that island, which had been covered with fertile lands and had included a lagoon rich in fish and which had been transformed into a testing ground for atomic bombs and hydrogen weapons. The people had been removed by stages to two small islands where they had been suffering ever since from famine because, despite its promises, the United States Government was not helping them to resettle. Finally they had been removed to the island of Kili, which had meagre natural resources and was isolated from the world for seven months of the year. There they were again left to their fate without any assistance, and had to clear the brush with primi-

tive hand tools in order to make a precarious living. The Administering Authority had tried to gloss over the very harsh conditions to which those people were subjected. It had asserted that the inhabitants of Bikini had been consulted beforehand and were satisfied with their lot and that the United States Government had done everything to ensure their well-being. In that connexion he recalled the statement made at the 18th meeting of the fifth session of the Council by the United States representative, whose assertions were belied by the facts. With regard to the alleged consultations with the population, the Associated Press had reported that in 1951 a United States naval officer had succeeded by deception in inducing the representatives of the Bikini population to sign a document by which they relinquished all claims to that island and agreed to live on Kili; in return they had been promised assistance in the form of foodstuffs and clothing, which they had never received. The opinion of the inhabitants of Bikini concerning their treatment could be judged from an article in *The New York World-Telegram and Sun* of 20 July reporting statements by one of the chiefs of the Bikini islanders at present living on Kili. After referring to the promises made to the population, the chief had pointed out that none of them had been kept, that the people were suffering from famine and received no assistance and that the extent of their sufferings had been confirmed by a doctor from the University of Hawaii. It was thus clear that the inhabitants of Bikini had been grossly deceived in a way which was reminiscent of the methods used during the colonization of Africa, Asia and other regions in an era which was thought to have vanished.

15. Far from promoting the economic, political and social advancement of the population, the United States trusteeship over the Territory had brought great suffering to its inhabitants. The Council could not remain indifferent and inactive before the grievous and cruel fate of the indigenous population. If it were genuinely concerned about the future of those forsaken people, it must not just express sympathy but must take positive steps to prevent the population from disappearing. Hunger, privations and atomic and hydrogen bomb tests were an immediate and very serious threat to the inhabitants of the Territory, which could not be ignored by the Council, particularly as the population asked for its help. The Council should recommend the Administering Authority to take the necessary steps forthwith to restore to the indigenous population the lands which had been alienated, to forbid any alienation of lands in the future and to put a stop to the tests of atomic and hydrogen weapons which had already caused the destruction of part of the Territory, wrought irreparable harm to the population and had a deleterious effect on their health.

16. There had been a decrease in appropriations for public health in comparison with the preceding year and the funds available for education were being continually reduced. The Administering Authority was not fulfilling its obligations in that respect and, although it had immense financial resources available and was spending hundreds of millions of dollars on atomic and hydrogen bomb tests carried out in the very heart of the Territory, it laid the financial burden for the construction and equipping of schools on the indigenous population, who were clearly not able to finance the development of education from their own resources.

17. It was plain from the statements of the special representative that the Administering Authority had no intention of assuming responsibility for the education of the indigenous population, though such an attitude was contrary to the Charter and the Trusteeship Agreement. The results of that policy were manifest: in some areas, there had been a decrease in the number of children attending schools, which the special representative had been unable to explain. The overwhelming majority of pupils were receiving only elementary education; the Administering Authority was doing nothing to develop secondary education and was not awarding enough scholarships to allow the indigenous inhabitants to continue their studies outside the Territory. There was not one of them who had received a higher education. The position of the indigenous teachers, who received a miserable pittance, was wretched in the extreme. Furthermore, racial discrimination was practised in education; American teachers received salaries infinitely higher than those of indigenous teachers. The Visiting Mission had also remarked that evidence of racial segregation existed. The high proportion of illiteracy, amounting to a third and a half of the population in some areas, showed how deficient the education system was. The Trusteeship Council must draw the attention of the Administering Authority to the need for increasing the appropriations for education and other cultural activities. There must be an increase in the number of schools, of pupils and of teachers. The quality of the teaching must be improved, and it must be made possible for the indigenous population to follow courses in secondary, higher and vocational education. Finally, every effort must be made to eliminate illiteracy both among children and among adults. It was also essential to train qualified staff from among the indigenous population. The Trusteeship Council must stress the need for improving the medical and health services for the islanders and the Administering Authority must therefore increase the funds for those services. The Administering Authority was obliged to supplement the budget of the Territory by making considerable allocations from the Federal budget, for it was clear that, if economic, educational and public health service development was financed only from the local budget, which depended on taxation of the inhabitants, no progress could be expected.

18. In conclusion he recalled the objectives of the Trusteeship System as laid down in Article 76 of the Charter. The United States Government was not fulfilling its obligations as an Administering Authority; the fact that the Territory of the Pacific Islands was a strategic area in no way released the Administering Authority from those obligations, since Article 83 of the Charter expressly provided that the basic objectives set forth in Article 76 should be applicable to the people of each strategic area.

19. Mr. SEARS (United States of America) said that, while the arguments of the Indian delegation, which was using events in the Marshall Islands as a background to re-emphasize its belief in a neutralist foreign policy, were plausible though, in his view, lacking in realism, those of the Soviet Union, which were based on obvious misstatements of fact in which no one believed, were completely indefensible. It was well known that in 1946 the United States had conducted its first nuclear test in that area. In 1947, the Trusteeship Agreement had been negotiated between

the United States and the Security Council with the Soviet Union representative in complete accord. That agreement had been predicated on the fact that the United Nations clearly approved those islands as a strategic area in which atomic tests had already been held a few months previously. Accordingly, from the very outset it had been clear that the right conferred on the United States to close areas for security reasons anticipated closing them for atomic tests. Further tests had been held in 1948, 1951 and 1952, and official notice that such tests would be held had been given to and accepted by the Security Council as a matter of course. It was, therefore, only after eight years of testing that the Soviet Union had decided to reverse its previous position. It must be pointed out that all persons who had been exposed to radiation were now restored to health. No person had ever been killed as a result of the tests or even seriously injured, no homes destroyed, no islands blown up. The only destruction had been that of two sandpits, uninhabitable and without vegetation. The Marshall Islands had been selected because there was no other place in the world over which the United States had jurisdiction where certain experiments could have been successfully conducted with less danger. The United States could not stop its experiments while the Soviet Union continued its tests of atomic and hydrogen weapons. It was clear from the statements made both by Mr. Nikita Krushchev, a leading official of the Soviet Union, and by the Chairman of the United States Atomic Energy Commission that the Soviet Union had begun work on the hydrogen weapon before the United States. The United States must therefore continue to produce devices which would enable the free world to defend itself.

20. Mr. MIDKIFF (Special representative for the Trust Territory of the Pacific Islands) said he would like first to reply to the observations and to note some helpful suggestions which had been made during the preceding meeting.

21. The representative of El Salvador was doubtless right in saying that in the Pacific Islands self-government seemed to be confined to the municipal government level; it must not, however, be forgotten that considerable advances had already been made at the district level in politics as well as in law, education and public health.

22. Referring to the removal of the High Commissioner's office to Guam, he said he fully recognized that that step could only be temporary; he could assure the Council that the office would be set up in the Territory as soon as the necessary funds were available.

23. There was no need to deal again with the reasons which had prompted the Administering Authority to reduce the financial assistance granted to the Trust Territory; he would only point out that the United States, benefiting from its experience with American Indian communities, considered that its first duty must be to develop a sense of independence and self-dependence among the people for whom it was responsible.

24. The general debate had emphasized the need for blending the old and the new and for simplifying governmental organization in the Territory. The views expressed were identical with those of the Administering Authority, which was fully aware of the importance of preserving local institutions that had stood the test of time, and planned to provide the Territory at

some future date with a central government similar to that of the United States, where the administrative structure had been built up from the township level to that of the Federal Government.

25. With reference to the comments made on the atomic tests, the authorities concerned had given the assurance that there would be no further untoward incidents similar to the single one which had occurred during the long series of experiments conducted in the area. The most elaborate precautions had always been taken, but in future the final check on weather conditions made before every detonation would be still further retarded.

26. In reply to the USSR representative, he said that the Administration was carefully studying the tax system to be adopted and that, despite assertions to the contrary, there had been progress in that field since the preceding year. Local governments had requested and obtained authorization for a taxing system by which they could finance various activities within their competence in so far as their economies permitted.

27. He protested strongly against the charge that the welfare and rights of the Micronesians were being cynically trampled upon. The Administering Authority had never tried to hide from the Council the situation as it existed in the Territory, and access had been given to the Press at all times. The Administering Authority's policy was to draw up completely truthful reports, and the Visiting Mission was entirely free to verify the statements they contained. That also applied to the information submitted by the Administering Authority on the basis of competent doctors' reports about the condition of persons who had suffered from atomic radiation. In addition, he stated categorically that there was definitely no racial discrimination in the Territory.

28. He thanked the members of the Council for the interest and care with which they had considered the various problems involved in the administration of the Pacific Islands. It was encouraging that the Council generally recognized the need for preserving the customs and culture of the Micronesians and for furthering at the same time their social, political and economic development. The Administering Authority in no way desired that the indigenous inhabitants should stagnate, but neither did it wish to cast them into a state of confusion and personal insecurity by over-hasty action.

29. The Administering Authority's programme of political development was based on those concepts. New concepts should be introduced on the basis of the customary local unit, namely the family, clan or municipality. In several cases the Administration had progressed beyond the municipalities and established district organizations with Micronesian participation in advisory bodies. That concept, however, was still strange in most districts, and the population had not yet gained sufficient experience to be accorded legislative powers. The situation noted in that respect by the 1953 Visiting Mission had not substantially changed, and some time would be necessary before the establishment of a territorial legislative body could be contemplated. The difficulties were due to the long distances involved and to a diversity of language and culture which militated against any community of interests.

30. In reply to the Indian representative's question about the abolition of the Legislative Advisory Committee, he recalled that the Committee had been entirely

composed of United States officials from the High Commissioner's staff and that its chief concern had been the preparation of a code of laws and the drafting of an Organic Act. On completion of that task, the Committee had fulfilled its mission and had simply ceased to exist. It could easily be re-established if necessary. At present the Administration had the assistance of advisory committees in which Micronesians workers with United States personnel. The system was efficient and would continue.

31. He confirmed that the Administering Authority was following a policy of employing Micronesians in all administrative posts for which they were qualified. In that respect some slightly premature decisions had been made, but the Administration was convinced that in time the persons concerned would acquire the necessary competence and experience. Three Micronesians had been appointed to the headmasterships of three intermediate schools at Yap, Ponape and Majuro; two superintendents of elementary education were also Micronesians, as were all the Territory's magistrates except the Chief Justice and Associate Justice of the High Court. That policy was already fully operative at the municipal level and would be steadily implemented in the districts. Furthermore, 100 young men and women were studying abroad, and many of them would qualify for higher-level posts on their return, thus increasing the number of Micronesian officials promoted during employment.

32. Members of the Council had rightly stressed the importance of agriculture for the Territory's economy. Fully aware of its duties, the Administration spared no effort to improve agricultural production by searching for new and improved crops. Unfortunately, measures taken in that regard brought only long-term results, especially where such crops as coconuts and cacao trees were concerned. The best method of inducing Micronesians to adopt new methods was by persuasion and demonstration. Progress was not merely a matter of introducing modern equipment, which, moreover, was not advantageous on low coral islands and was difficult to maintain because of climatic conditions.

33. The winding-up of the Island Trading Company had evoked many comments and admittedly would give rise to some problems. However, the Administration was confident that the Micronesian companies that would succeed it would meet the situation and soon show themselves capable of shouldering their new responsibilities. The growth of those companies was the best means of ensuring economic progress in the Territory and the attainment of real self-government. The Administration felt too that the measures it contemplated would improve the marketing of copra. It would certainly note the Council's opinion on the need for maintaining the Copra Stabilization Board. It was obvious that the complexities of selling copra on world markets would necessitate some outside assistance, and a plan for such assistance could probably be worked out to the best interests of all concerned.

34. He shared the hope expressed by several Council members that the fishing industry, which because of lack of capital and specialized knowledge had remained somewhat backward, would be developed. The Administering Authority, together with the branch of the United States Fish and Wild Life Service devoted to Pacific oceanic fishery investigations, was now studying how the situation could be remedied.

35. Attention had been drawn during the debate to the differences between the pay scales of Micronesian and United States personnel. The Micronesian pay scale was geared to the normal range of income for persons engaged in copra production or shipping enterprises, or in other words was tried to the standard of living and the economy of the area, while the American pay scale had been established in order to attract the highly qualified officials required in the Territory.

36. Turning next to the problem of land disputes, he said that the Administering Authority was most anxious to arrive at a solution. Whereas, previously, the settlement of disputes had been dealt with by a single centre in Saipan, the Administration had now set up land offices in each district as well as land advisory boards composed of Micronesians. It believed that a just and lasting settlement would be achieved but realized that the extreme complexity of the problems involved made a speedy solution unlikely. It hoped, however, that all title determinations in Saipan would be completed by the following December.

37. He pointed out that the greater percentage of the public domain consisted of hilly slopes unsuitable for cultivation. The Administration was trying, however, to reduce as far as possible the areas it felt it necessary to keep under public domain either as a precautionary measure or in order to create new resources for the Territory. He emphasized in that regard that the 1,080 land claims mentioned by the USSR representative were not complaints to the Visiting Mission but rather claims which the Administration had received and duly classified and of which it had itself notified the Visiting Mission. That was an important distinction which should be borne in mind.

38. In a general statement about the Bikini people, he stated that when the Bikini and Eniwetok atolls had been selected for atomic tests the people had freely agreed to be transferred to the Ujelang and Rongerik atolls respectively. The former inhabitants of Eniwetok appeared satisfied with that choice, but the population of Bikini had been unwilling to remain on Rongerik, stating that it was infested with spirits and that the fish from the lagoon were inedible. As, in addition, a fire had destroyed the pandanus and other vegetation, the population had been transferred to Kwajalein, where the United States Navy had taken care of them for eight months. However, the Navy's generosity had made them somewhat indolent, and it had been decided to transfer them to another island so that they could resume their normal lives. They had agreed to go to the island of Kili, which under German occupation had been rich in coconut plantations. There had, however, been a major drawback in that the island had no lagoon. As fishing was one of the Micronesians' principal means of subsistence, the Administration had made it possible for the new inhabitants of Kili to fish in the lagoon of the Jaluit atoll situated about 30 miles from Kili. There were some months in the year when weather conditions made it difficult to navigate between Kili and Jaluit, and one boat had been lost in a storm. While the Administration desired to help the inhabitants to adjust themselves to their new life, it did not wish to encourage them to lose their sense of self-dependence. It had therefore selected Mr. James Milne, a young Micronesian with outstanding qualities of leadership, for a course of training at the University of Hawaii in community development. He had gone to Kili with an expert in taro culture and an expert in handicrafts.

Under his guidance the inhabitants had cleared a portion of the island and had planted new varieties of taro, as well as bananas, pandanus, bread-fruit, papaya, pumpkins and sweet potatoes. Copra production had been increased and handicrafts developed. They would soon be able to export taro and charcoal, and the profits would be used to purchase a boat. There was also a plan for a fish pond. A few of the inhabitants would probably be stationed permanently on some of the small islands of the Jaluit atoll. They would be given wireless equipment to enable them to keep in touch with the population on Kili and to transmit weather information that would make the voyage between Kili and Jaluit less dangerous. The selection of a suitable anchorage at Kili raised a problem that it was hoped would be solved shortly. The Administration felt that the initiative and leadership qualities of Mr. Milne would be helpful in enabling the former inhabitants of Bikini to settle permanently on Kili. In any case, they could not return to Bikini and did not wish to settle on an atoll already occupied by other Micronesians.

39. In connexion with the question of settling yen claims, he pointed out that payment had begun in the Saipan district on 27 May 1954 and would gradually be extended to all the other districts. The United States Government had entered into negotiations with the Japanese Government concerning postal savings and war war bond claims, and he thought that there would be progress in the matter before the next annual report was due.

40. In connexion with public health it should be noted that after December 1954 the staff would include twenty-five new doctors and dentists who had taken training courses on Fiji. Auxiliary indigenous staff had taken courses at Honolulu and in local hospitals of the Territory with very satisfactory results. Tuberculosis was a serious problem in the Territory, and the Administration was trying to improve nutrition by publicity through the schools and agricultural extension agents. The representative of India had said that budgetary expenditures on public health had been reduced over the past three years. Actually, they had been increased during that period. A careful study of the tables on page 28 of the annual report would show that some figures applied to districts other than the Saipan district. Total expenditures on public health for the whole Territory amounted to \$641,329 in 1952, \$823,561 in 1953 and \$792,818 in 1954. The figure for 1953 was unusually high because the Administration had bought large quantities of drugs and medical supplies during that year. Thus, it was obvious that expenditures on public health had continued to rise during the period under review.

41. In connexion with the problem of education, he noted that a number of representatives had shown some concern regarding the Administration's policy of placing the administration and financing of elementary schools in the hands of the local communities. The United States authorities believed that the people would attach more importance to institutions to which they had contributed their own time and money. The schools might not have popular support if the Administration had the responsibility of organizing them without the support and consent of the people. However, it should not be concluded that the Administering Authority did not concern itself with educational development. In all

districts, educational supervisors visited the schools and worked in close co-operation with local heads. In January 1954 the Administration had made the Truk district a loan of \$4,000 to pay the salaries of school teachers, and a new tax had been instituted in that district and in the Marshall Islands for the same purpose. He emphasized that what he had just said applied only to elementary schools; the intermediate schools and the Pacific Island Central School were financed entirely by the Administration. The representative of India had said that expenditures on education had been reduced during the past three years. Apparently, as in the case of expenditures on public health, there had been a misunderstanding in the interpretation of the figures on page 28 of the annual report. There again, some of the figures referred to districts other than the Saipan district. Actually, total expenditures on education for the whole Territory amounted to \$437,888 in 1952, \$435,440 in 1953 and \$476,901 in 1954. In reply to the Indian representative's question whether the Administering Authority had any plans for organizing higher educational institutions in the Territory, he said he doubted that that was possible but pointed out that there was a territorial college on Guam, which, in view of Guam's geographical location, could probably be attended by students coming from all districts of the Trust Territory.

42. He concluded by thanking the members of the Council for their useful suggestions; the Administering Authority would not fail to benefit from them.

43. Mr. TSARAPKIN (Union of Soviet Socialist Republics) objected to the United States representative's charge that the USSR delegation disregarded facts. He wished to point out that his statement had been based on the petition addressed to the United Nations by representatives of the Marshall Islanders (T/PET.10/28). The petitioners asked for the cessation of tests of nuclear devices in that area. Such a petition could not be termed propaganda; the request was legitimate, and, under the Charter, the Council must consider it. It expressed the will of the people and the Administering Authority was making the basic mistake of believing that the will of the United States Government was more important than that of the inhabitants of the Trust Territory.

44. The special representative had said that there was no discrimination and no segregation in the Territory. With regard to discrimination, he drew the special representative's attention to the difference between the salaries of United States and indigenous school teachers. As to segregation, it was enough to refer to paragraph 51 of the Visiting Mission's report (T/1077), which stated: "... a degree of segregation exists".

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

APPOINTMENT OF THE DRAFTING COMMITTEE ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS

45. The PRESIDENT proposed the representatives of El Salvador, France, New Zealand and Syria as members of the Drafting Committee on the Trust Territory of the Pacific Islands.

It was so decided.

The meeting rose at 1 p.m.



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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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, United Nations Educational, Scientific and Cultural Organization.

General Assembly resolution 752 (VIII) and Trusteeship Council resolution 866 (XIII): Attainment by the Trust Territories of the objective of self-government or independence: report of the Secretary-General (T/L.464 and Corr.1 and Add.1) (*continued*)

[Agenda item 11]

1. Mr. ASHA (Syria) asked whether the status of the Cameroons and Togoland under French administration as Associated Territories of the French Union would present any obstacle to the eventual termination of the Trusteeship Agreements by the General Assembly.

2. Mr. PIGNON (France) said that the French Constitution presented no obstacle to the attainment of self-government or independence by Trust Territories under French administration. The Trusteeship Agreements would be terminated in accordance with the freely expressed wish of the people without need for any special procedure under the Constitution. His amendments (T/L.501) to the interim draft report prepared by the Secretary-General (T/L.464 and Corr.1 and Add.1, annex) were intended to make it absolutely clear that the status of the Trust Territories was defined not by the Constitution but by the Trusteeship Agreements.

3. Mr. ASHA (Syria) said that, in the light of the French representative's statement, he would support the French amendments.

4. Mr. RYCKMANS (Belgium) said he could not discuss the Indian draft conclusions and recommendations (T/L.500) until they had been examined in detail by his Government. He accordingly proposed that the Council should postpone examination of document T/L.500 until its next session.

5. Mr. PIGNON (France) supported that proposal. He could not accept the Indian conclusions and recommendations and would be unable to discuss them without instructions from his Government.

6. In the first place, there seemed to be some misunderstanding of the French Constitution, which merely conferred on the inhabitants of Trust Territories under French administration the rights and freedoms provided for in its preamble. Secondly, there was continuous consultation of the inhabitants of the Territories at all levels. Their representatives in the French Parliament could express their views freely, consult Ministers and, if they wished, question the Government's actions. In addition there were the Territorial Assemblies, all the members of which were elected, and the many local elected bodies. Every male adult willing to comply with the registration formalities could vote. A further point that the Indian representative appeared to have forgotten was that there was no racial discrimination whatsoever in the Territories under French administration.

7. Mr. EGUIZABAL (El Salvador) said that the draft report prepared by the Secretary-General was a valuable document and would be of great assistance to the Fourth Committee. He would support the French amendments and the Indian draft conclusions and recommendations; the latter were completely in accordance with the objectives of the Trusteeship System, as set out in Article 76 b of the Charter, and General Assembly resolutions 558 (VI) and 752 (VIII). In view of the request made by the Assembly in resolution 752 (VIII), the Council could not merely postpone consideration of the matter. The Council might adopt the report and append the reservations of delegations which were unable to take a position on certain matters pending the receipt of instructions from their Governments.

8. Mr. FORSYTH (Australia) agreed with the Belgium representative. The Council had not had sufficient time to consider the Indian proposal.

9. Mr. SINGH (India) regretted that members had not had time to study his delegation's proposal or to consult their Government. He suggested that the Council might adopt the factual part of the report requested by the General Assembly under resolution 752 (VIII), which was available in draft form in document T/L.464 and Corr.1 and Add.1, and include its conclusions and recommendations in subsequent reports.

10. Mr. DORSINVILLE (Haiti) agreed with the Salvadorian suggestion. The Council was required to submit a report under resolution 752 (VIII), but the report need not be unanimous and could include the reservations of delegations which had not had time to receive instructions from their Governments.

11. The PRESIDENT proposed that the Council should adopt the Indian representative's suggestion and discuss the factual part of its draft report under resolution 752 (VIII), discussion of the Indian draft conclusions and recommendations being postponed to the next session.

12. Mr. ASHA (Syria) supported that proposal.

13. Mr. RYCKMANS (Belgium) said that he had no objection to the discussion and speedy adoption of the draft report prepared by the Secretary-General.

14. Sir Alan BURNS (United Kingdom) said that he was in the same position as the Belgian, French and Australian representatives with regard to the Indian document.

The Council decided to postpone consideration of the Indian draft conclusions and recommendations (T/L.500) until its next session.

15. Mr. SCOTT (New Zealand) introduced his amendments (T/L.506) to the draft report.

16. Mr. SINGH (India) said that, in order to bring the information in the draft report up to date, he would, after consultation with the United Kingdom representative, submit amendments in writing on the lines he had indicated at the 556th meeting¹.

17. Mr. RYCKMANS (Belgium) introduced his amendment (T/L.505) to the draft report.

18. He asked the Secretariat to include in paragraph 84 of the draft report, a reference to the budgets of the *chefferies* and *pays* of Ruanda-Urundi.

19. Mr. HOO (Assistant Secretary-General in charge of the Department of Trusteeship and Information from Non-Self-Governing Territories) said that a corrigendum to paragraph 84 would be issued.

20. Mr. SINGH (India) felt that the Belgian amendment should have been introduced when the draft report was first discussed by the Council. Following the suggestion he had made at 527th meeting, the Council had accepted the interpretation of "consultations with the inhabitants" set forth in the third and fourth sentences of paragraph 5 of the Secretary-General's report (T/L.464). Adoption of the Belgian amendment would run counter to that decision.

21. The PRESIDENT proposed that the Council should resume its discussion of the item at its next meeting, when it would have all the amendments before it.

It was so decided.

Report of the Committee on Rural Economic Development of the Trust Territories (T/1132)

[Agenda item 9]

22. Mr. DORSINVILLE (Haiti), speaking as Chairman of the Committee on Rural Economic Development of the Trust Territories, presented its report to the Council. The situation had, unhappily, changed little during the preceding year. The special studies on land problems in the various Trust Territories had not yet been completed and the Committee had therefore been unable to complete its analysis of the problem as a whole; it was hoped, however, that the studies would be completed within a few months and that the Committee would be able to continue its work.

¹ These amendments were subsequently circulated in document T/L.507.

23. The PRESIDENT proposed that the Council should take note of the Committee's fourth report.

It was so decided.

Administrative unions affecting the Trust Territories: reports of the Standing Committee on Administrative Unions

[Agenda item 7]

REPORT ON TOGOLAND UNDER BRITISH ADMINISTRATION (T/L.486)

24. Mr. SCOTT (New Zealand), Chairman of the Standing Committee on Administrative Unions, presented the Committee's report (T/L.486). Consideration of the question which formed the subject of the report had been deferred from the Council's previous session, and the Standing Committee had decided that it should be deferred again in view of the facts that the Council had not yet examined item 10, on the Togoland unification problem, and that the future of the Trust Territory of Togoland under British administration was likely to be an item on the agenda of the ninth session of the General Assembly.

25. The PRESIDENT proposed that the Council should take note of the Standing Committee's report.

It was so decided.

The meeting was suspended at 3.55 p.m. and resumed at 4.30 p.m.

General Assembly resolution 750 (VIII): The Togoland unification problem

[Agenda item 10]

The Council decided to include for more petitions concerning the Togoland unification problem (T/PET.6/L.47, T/PET.6/L.48, T/PET.647/L.31, T/PET.647/L.32) in its agenda for the fourteenth session.

26. Sir Alan BURNS (United Kingdom) reminded the Council that, after successful negotiations and following a general election, the new Constitution of the Gold Coast had been proclaimed and was at present in force. The essentials of the new Constitution had been given in a statement of the Minister of State for Colonial Affairs (T/C.1/L.36, para. 7), who had said that the powers still retained by the United Kingdom were the minimum which must be retained so long as it had any responsibility for the Gold Coast. The effect of the constitutional change on the status of Togoland under British trusteeship was not yet such as to alter the fact that the Territory continued to be administered as an integral part of the Gold Coast in accordance with the Trusteeship Agreement, the Governor of the Gold Coast exercising specific powers in relation to it. On the other hand, as the new constitutional arrangements represented the last stage before the Gold Coast assumed full responsibility for its own affairs, arrangements had to be made looking towards a change in the future status of the Trust Territory. Both the General Assembly, as the body which alone could alter the Trusteeship Agreement, and the Trusteeship Council, as the organ especially concerned with Trust Territories, had a responsibility in deciding such arrangements.

27. Although the United Kingdom Government did not regard the results of the recent Gold Coast elections as a definitive indication of the views of the people of the Trust Territory about their future association with

the Gold Coast, they did show that a significant minority, in part of Southern Togoland, favoured some form of unification with the French Trust Territory. In Southern Togoland, with six constituencies, two seats had been won by candidates favouring unification, while three of the remaining four seats had been won by proponents of continued integration with the Gold Coast. The total votes for integration were 24,789, and for unification, 21,394. In the eight constituencies in Northern Togoland, however, not a single seat had gone to the advocates of unification. The election results were regarded by the United Kingdom as an indication of public opinion regarding the future status of Togoland under British administration. In that connexion, his delegation felt that there would be no point in continuing discussion on the re-establishment of the Joint Council for Togoland Affairs until the United Kingdom memorandum (A/2660), transmitted to the Council in document T/1130, had been debated by the forthcoming General Assembly.

28. In that memorandum, the United Kingdom had proposed that when the Gold Coast was granted full self-government, the Trust Territory should remain integrated with it and the Trusteeship Agreement should be terminated. It was prepared to negotiate the termination, and, to assist the General Assembly in working out ways to ascertain the views of the inhabitants of Togoland on that question, it had put forward a number of suggestions which it hoped would be found practical. As the Trusteeship Council was expected to collaborate with the Assembly in that task, its suggestions were also intended for the Council's consideration. They included a provisional time-table which would enable the Council to take full advantage of the 1955 visiting mission's presence in the Trust Territory. The United Kingdom hoped that the Council would give general endorsement to the lines of action laid down in paragraph 50 of the memorandum.

29. Mr. PIGNON (France), noting that the United Kingdom had been particularly concerned with the implementation of part C of General Assembly resolution 750 (VIII), said that his delegation, which was primarily affected by part A of the resolution, would take full account of the close relationship between the two texts. Underlying both was the Assembly's recognition of the manifest aspiration of the majority of the people of both Togolands for unification.

30. Part A of the Assembly resolution had specifically instructed the Administering Authorities to reconstitute the Joint Council for Togoland Affairs on the basis of universal and direct adult suffrage. The results of the recent elections in Togoland under British administration indicated that the question of reconstituting the Joint Council was no longer pertinent or topical. France had, moreover, explained in its report on the subject (T/1096) the methods and outcome of the consultations undertaken in Togoland under French administration with a view to ascertaining the population's wishes in the matter. The great majority had expressed itself against reconstitution of the Joint Council, which had been rendered impotent by its self-appointed champions. That negative reaction had now been confirmed by the people of Togoland under British administration, thus justifying the initial reluctance of political leaders in the French Trust Territory to take a stand on a matter which they considered to be of primary interest to the Togoland of the British Territory. The French Government, respecting the freely expressed will of the

population, considered it impossible to reconstitute the Joint Council merely to satisfy two minority groups in the two Trust Territories. In that connexion, the Trusteeship Council should give full weight to the points made in paragraph 49 of the United Kingdom memorandum (A/2660).

31. Although, therefore, the main operative part of Assembly resolution 750 (VIII) A had been rendered inapplicable, the French Government would continue to give full consideration to the problems arising from the existence of a border between the two Togolands. They were less acute since customs regulations had been made more flexible, but the French Government representative in Lomé was instructed to meet periodically with the British authorities to deal with matters of customs and currency affecting the residents of the frontier area.

32. In implementation of part B of the Assembly decision, the French Government was continuing to extend the right to vote to adult males in the Trust Territory able to meet very simple qualifications. With the extension of education and development of the civil registry, the last material obstacles to universal suffrage should shortly be removed. Similarly, and with a view to preparing the Togoland to manage their own affairs democratically, France was promoting the development and reform of political institutions. A bill on the subject had been transmitted by the French National Assembly to the Assembly of the French Union, which had handed down its opinion on it on 30 June last. In commenting on the bill and on the proposals of representatives of Togoland and the Cameroons under French administration, the French Minister for Overseas Territories had recognized the desire to ensure wider participation of the Togoland in the democratic life of the Territory, bearing in mind the rapid evolution of Africa and the need to maintain order and good administration. He had stressed his conviction that the councils of government were essential means of bringing the indigenous people into the administration.

33. On behalf of the French Government, he reaffirmed that the close relations between the Administering Authority and the elected representatives of the Trust Territory sitting in the various organs of the French Parliament would be maintained. In that way, the representatives of Togoland under French administration would be in a position to interpret and communicate the wishes of their constituents with regard to retention or termination of the Trusteeship System in the Territory, a decision to be taken, eventually, by the people of the Territory.

34. Mr. ASHA (Syria) expressed his delegation's satisfaction at the constitutional reforms in the Gold Coast. It was bitterly disappointed, however, that a properly representative joint council for the two Togolands had not been established.

35. General Assembly resolution 750 (VIII) consisted of three parts, each dealing with a particular aspect of essentially the same problem, namely, the future of the two parts of Togoland. Part A of the resolution dealt with the re-establishment of a joint council in which the directly elected representatives of both Togolands could discuss how to overcome the obstacles brought about by their artificial separation and, if they so desired, plan their joint approach to self-government or independence in co-operation with the Administering Authorities.

Part B drew urgent attention to the need for introducing universal suffrage into both Territories. Part C, after noting the pending constitutional changes in the Gold Coast and their implications with regard to the Trusteeship Agreement for Togoland under British administration, recognized that, in view of the desire for unification, the situation in Togoland under British administration could not be considered separately or only in relation to the Gold Coast but must be considered also in relation to Togoland under French administration. The Trusteeship Council was requested to submit a special report to the ninth session of the General Assembly.

36. As far as the implementation of part A was concerned, the Council could only pass on the information of what had and had not been done, as communicated by the Administering Authorities and by the people in their petitions. The facts spoke for themselves and there was nothing the Council should or could do to make them more palatable. On part B, the Council had already done all it could; its recommendations were completely clear. One Administering Authority had already introduced full universal suffrage. The other had not; if it cared to explain why, the Council could forward that explanation to the General Assembly. Part C raised considerable difficulties. At its previous session the Council had insisted on examining the political situation separately in each of the Togolands, as if there were no possible connexion between them, and it had not even begun to "re-examine in all aspects the problem of achieving in the two Trust Territories the basic objectives of the International Trusteeship System". In the meanwhile, the Togoland problem had become so important that the General Assembly, as party to the Trusteeship Agreement, would undoubtedly wish to assume direct responsibility for determining the true wishes of the population of both Territories by a special mission, a plebiscite or any other suitable means, the joint council having unfortunately fallen by the way. The Council should therefore report to the Assembly that in the absence of effective steps to determine the wishes of the two Territories it did not feel competent to undertake the re-examination requested in part C. Such a course would be in harmony with the United Kingdom memorandum.

37. The United Kingdom was to be whole-heartedly congratulated on its willingness to have a plebiscite in Togoland under British administration. His only regret was that such a move had not been made sooner, before Togoland had become so bitterly embroiled in the politics of the Gold Coast and been drawn into an election in which the real issues had never been sufficiently clear to the people. Nevertheless, it was to be hoped that the United Kingdom Government's action would serve as an example to others.

38. In view of the fact that the United Kingdom memorandum had originally been addressed to the General Assembly and not to the Trusteeship Council, he had been rather surprised by the Indian draft resolution (T/L.490) and the United States draft resolution (T/L.480), which proposed that the Council should take action on it. The General Assembly would undoubtedly consider the memorandum even if it was not specifically invited to do so. Nevertheless, he would be prepared to vote in favour of the Indian draft resolution, provided that the words "under the item 'The Togoland unification problem'" were added after the words "on its agenda" in operative paragraph 2. Any suggestion

that the United Kingdom memorandum should be placed on the agenda as a separate item might be politically misunderstood as divorcing the situation of Togoland under British administration from the problem of Togoland as a whole, which would be contrary to the stand already taken by the General Assembly in resolution 750 (VIII). If no support for the Indian draft resolution were forthcoming, he would support the United States draft resolution (T/L.480) with the Indian amendments (T/L.489), provided that the words he had already suggested were added after the word "agenda" in operative paragraph 2 of the amended draft resolution.

39. At the thirteenth session of the Council (495th meeting), he had expressed his delegation's misgivings that the elections in the Gold Coast and Togoland under British administration should be regarded as in any way a final determination of the wishes of the people on integration in the Gold Coast as opposed to unification with Togoland under French administration. The elections had now been held. If they could be regarded as a test between integration and unification, the integrationists had suffered a severe setback in Southern Togoland, the only part of the Trust Territory where any real public opinion was evident. There had never, however, been a clear-cut issue of integration versus unification. On the contrary, the unification of the two Togolands had been supported by both political parties. He quoted from the periodical *West Africa* of 1 May 1954 to show that in its campaign programme the Gold Coast Convention People's Party (CPP) had clearly promised the voters to work for the unification of Togoland under French administration with Togoland under British administration and the Gold Coast. Hence, every vote cast not only for the so-called unification party but also for the so-called integration party had in fact been a vote in favour of unification.

40. No significance could be attached to the voting in Northern Togoland: the people there voted as their chiefs wanted and their chiefs mostly came from the Gold Coast and favoured integration. In the south, the Togoland Congress had contested five out of six seats and had won three of them—two outright and one by an independent sympathizer. According to *The Times*, of London, any vote cast for the Togoland Congress was a declaration that the people did not want an independent Gold Coast to replace the United Kingdom as the Administering Authority and a vote in favour of unification. After the elections *The Times* had noted the significant fact that the Togoland Congress had won all the three Ewe-speaking constituencies wholly or mainly situated in Southern Togoland. *The Economist*, too, had said that the CPP had signally failed in its attempt to win all the Trans-Volta/Togoland seats and that that implied a victory for those in favour of unification.

41. Judging from the United States draft resolution as it stood, the United States representative interpreted the results quite differently and took no account of the fact that both the CPP and the Togoland Congress had supported unification as a key point in the election campaign. The important point, however, was not that one analysis was right and the other wrong, but that the Council was in no position to make any valid analysis at all. The issues were not clear. The elections had been the first experience of universal and direct suffrage. The various alternatives had never been clearly formulated, discussed or put to the public. The only

real lesson to be drawn was that the United Nations was still unaware of the real wishes of the people of the two Togolands. The General Assembly must therefore take appropriate measures to ascertain them.

42. Sir Alan BURNS (United Kingdom) wished to make it quite clear that he did not regard the results of the elections as a definitive answer to the question of integration versus unification; they were merely an indication. In view of the fact that the Syrian representative had gone to great pains to analyse the results of the election, the Council might be interested in hearing the official report. Fourteen seats had been contested in Togoland under British administration. Eleven had been won by persons in favour of unification with the Gold Coast. One independent had been elected; his views were not known. Two constituencies had voted against the CPP and in favour of the Togoland Congress. The eleven constituencies certainly in favour of unification with the Gold Coast included all eight constituencies in Northern Togoland. It was not true that the people in Northern Togoland merely voted as they were told to by their chiefs. In Southern Togoland, three of the six seats had been won by CPP candidates in favour of integration, two had been won by the Togoland Congress which was in favour of unification and the sixth had gone to the independent to whom he had already referred.

43. Mr. SEARS (United States of America) said that if it would help to produce an acceptable resolution favourable to the people of Togoland under British administration, his delegation would be willing to accept the Indian amendments (T/L.489), although he was sorry to note that their principal effect was to eliminate every commendatory reference to the political advancement achieved by the people of Togoland and the adjoining Gold Coast. The events occurring in that part of West Africa would react favourably on the orderly development of self-government in other dependent areas and were probably the most important development of which the Council had been seized. His delegation paid a tribute to the Prime Minister and Government of the Gold Coast for the statesmanship and wisdom with which they were guiding the people of the Gold Coast and Togoland to independence and wished them well in fulfilling their arduous task of bringing the African peoples into fuller membership in the family of free nations. He also congratulated the United Kingdom representative on his Government's very interesting memorandum, which was firmly based on the application of the principle of self-determination, the only sound foundation for true self-government.

44. He was not prepared to accept the Syrian amendment.

45. Mr. SINGH (India) said that, since the United States delegation had accepted his amendments (T/L.489) to its draft resolution (T/L.480), he would withdraw his own draft resolution (T/L.490).

46. With regard to the Syrian amendment, it would be better to leave the General Assembly free to include the item on its agenda as it saw fit. It was for the Assembly to decide whether the United Kingdom Government's proposal and the Togoland unification question should be separate items or whether they should be two sub-items under one major heading. In any event, the General Assembly would undoubtedly consider the problems jointly, since they were closely interlinked and could not be considered separately.

47. Mr. RYCKMANS (Belgium) and Mr. SCOTT (New Zealand) said that they would be unable to support the Syrian amendment. The United Kingdom delegation had asked the General Assembly to place on its agenda an item entitled "The Future of the Trust Territory of Togoland under British administration". That item was entirely separate from the existing item on Togoland unification. It was for the Assembly to decide the procedure to be followed in considering the two questions, and the Syrian amendment would only complicate matters.

48. Mr. QUIROS (El Salvador) and Mr. TSARAPKIN (Union of Soviet Socialist Republics) supported the Syrian amendment. It was absolutely impossible to dissociate the problem of Togoland unification from the problem of integration with the Gold Coast. The United Kingdom delegation's proposal was an attempt to substitute another matter for the Togoland unification problem. The Syrian amendment was a very necessary clarification.

49. Mr. SINGH (India) proposed that the Syrian amendment should be modified. The words "under the item 'The Togoland unification problem'" might be amended to read "along with the item 'The Togoland unification problem'", which would give the General Assembly an indication of the Council's wishes, while leaving the final decision to the Assembly.

50. Mr. ASHA (Syria) accepted the Indian representative's suggestion.

The amendment was adopted by 7 votes to 3, with 2 abstentions.

The United States draft resolution, as amended, was adopted by 10 votes to none, with 2 abstentions.

The meeting rose at 6.10 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Wednesday, 14 July 1954,
at 2.15 p.m.

NEW YORK

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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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; United Nations Educational, Scientific and Cultural Organization.

General Assembly resolution 752 (VIII) and Trusteeship Council resolution 866 (XIII): Attainment by the Trust Territories of the objective of self-government or independence: report of the Secretary-General (T/L.464 and Corr.1 and Add.1) (concluded)

[Agenda item 11]

1. Mr. OBEREMKO (Union of Soviet Socialist Republics) noted that the interim draft report prepared by the Secretary-General (T/L.464 and Corr.1 and Add.1 annex) had been prepared on the basis of the information contained in official United Nations publications such as the reports of the Trusteeship Council and the Visiting Missions and the annual reports of the Administering Authorities. As paragraph 4 of the draft report stated, none of the annual reports contained any specific reference to General Assembly resolution 558 (VI), which had preceded resolution 752 (VIII), or any information on the estimated time in which the Trust Territories would attain self-government or independence.

2. Section II of the draft report uncritically summarized the information communicated by the Administering Authorities, regardless of the fact that that information had been compiled in such a way as to give the impression that the Administering Authorities were

doing everything possible to promote the advancement of the Trust Territories towards self-government or independence, which was not proven by the facts or by the real situation of the indigenous population of the Trust Territories. Paragraph 6 of the draft report, for example, stated that Tanganyika was administered as a separate territorial unit, whereas it was in fact joined to the neighbouring colonies of Kenya and Uganda in a political and economic union. The statement about Ruanda-Urundi in paragraph 7 was equally incorrect, as was the attempt to show that the Administering Authority's steps to integrate Togoland under British administration in the Gold Coast Colony had been taken after consultation and with the agreement of the indigenous population.

3. According to paragraph 4 of the addendum to the draft report (T/L.464/Add.1), New Guinea was administered not as a separate territorial unit but jointly with the Australian Territory of Papua. Instead of condemning such a situation as contrary to the Trusteeship Agreement, the draft report merely stated without any explanation that "article 5 of the Trusteeship Agreement provides for a customs fiscal and administrative union and for common services".

4. The statement that the constitutional convention in Western Samoa would be representative of all sections of the Samoan community (T/L.464/Add.1, para. 7) was incorrect. The convention would not consist of democratically elected representatives of the indigenous population, since in Western Samoa only the heads of families — hardly one quarter of the adult male population — had the right to the vote. It was equally untrue that the Samoan Legislative Assembly possessed extensive legislative powers and full financial authority (T/L.464/Add.1, para. 11). No bill passed by the Assembly could become law without the consent of the High Commissioner and no financial bill disposing of public revenue could be passed except upon his recommendation.

5. The fact that membership of the district and town advisory councils in New Guinea was confined to Europeans was stated without comment. As his delegation had shown, the Administering Authority's colonial policy in that respect could not be justified by the assertion of the Administering Authority that "the interests of the indigenous peoples are already protected by the policy of the Administration..." (T/L.464/Add.1, para. 21). There could be no justification for depriving the indigenous population of political rights; such a patently incorrect assertion of the Administering Authority was out of place in a report on the question of the attainment by the Trust Territories of self-government or independence, as was the purely colonial approach to education in New Guinea expressed in paragraph 33 of the addendum to the draft report.

6. The Council was being asked to endorse a report containing statements the sole purpose of which was to justify the Administering Authorities' refusal to promote the advancement of the Trust Territories towards self-government or independence or to give the

indigenous inhabitants the necessary education and training. The description of the situation in the Trust Territories and the Administering Authorities' policy in the Secretary-General's draft report was not objective; it distorted the real situation. The report could not serve as the basis for proper conclusions and recommendations by the Council, and his delegation would vote against its adoption.

7. Mr. FORSYTH (Australia) said that his Government did not share the views of the Soviet Union representative on the question of the administrative union of New Guinea and Papua.

8. Mr SCOTT (New Zealand) said that his delegation believed that document T/L.464/Add.1 gave a correct picture of the situation in Western Samoa. The Soviet Union representative's statement was misleading.

9. Sir Alan BURNS (United Kingdom) expressed his disagreement with the expressions used by the representative of the Soviet Union.

10. Mr. SINGH (India) informed the Council that his delegation's amendments (T/L.507) to the Secretary-General's draft report had been shown to the United Kingdom delegation, which had agreed to them.

11. His delegation accepted the amendments submitted by France (T/L.501) and New Zealand (T/L.506). With regard to the Belgian amendment (T/L.505), section II B of the draft report referred to direct consultations with the inhabitants. Consultations with the two *conseils de pays* could not be included under that heading. As the report stood, it mentioned that the *Bami* and several chiefs had been consulted on the proposals embodied in the Decree of 14 July 1952. That was sufficient, although the Belgian amendment could be included as a footnote to paragraph 17 if the Belgian delegation so desired. He would oppose any change in the wording of the body of the report.

12. Mr. SCHEYVEN (Belgium) replied that the Belgian amendment was much closer to the facts than the text of paragraph 17 as it stood. It could not truthfully be said that there had been no consultation with the inhabitants when the official indigenous councils had been consulted.

The French amendments (T/L.501) were adopted by 11 votes to 1.

The Belgian amendment (T/L.505) was adopted by 9 votes to 3.

The New Zealand amendments (T/L.506) were adopted by 10 votes to none, with 2 abstentions.

The Indian amendments (T/L.507) were adopted by 10 votes to none, with 1 abstention.

The draft report (T/L.464 and Corr. 1 and Add.1, annex) as a whole, as amended, was adopted by 5 votes to 1, with 6 abstentions.

13. The PRESIDENT pointed out that the General Assembly had requested the Trusteeship Council to submit conclusions and recommendations concerning General Assembly resolutions 558 (VI) and 752 (VIII). Since the Council had agreed at the previous meeting not to do so at the current session, he proposed that a paragraph should be inserted in the relevant section of the report to the effect that the Council had decided to postpone the formulation of its conclusions and recommendations on the subject until the fifteenth session and to include such conclusions and recommendations in its report to the tenth session of the General Assembly.

It was so decided.

14. Mr. PIGNON (France) explained that he had not had to vote against the draft report, as his delegation's amendments had been adopted. He had abstained for reasons of principle. For a number of considerations of fact and law, his Government had never accepted resolutions 558 (VI) and 752 (VIII) and was therefore unable to support a report based on them.

15. The report was a comparatively brief document. While the facts contained in it were generally correct, other significant facts had had to be omitted. Hence, the survey of the situation in the Cameroons and Togoland under French administration was somewhat partial. His Government could not wholly endorse it and would submit a detailed statement on the subject at a later date. As he had stated at the 556th meeting, the way in which the report interpreted the constitutional relations between France and its Trust Territories differed from the interpretation given by his Government and French jurists. He reserved his Government's right to comment on the report during the ninth session of the General Assembly.

16. Sir Alan BURNS (United Kingdom) said that he had abstained from voting because he saw no reason for submitting a special report on the matters in question.

17. Mr. SCOTT (New Zealand) said that he had abstained from voting on the report for reasons of principle. His delegation had not supported General Assembly resolution 752 (VIII), which asked the Council unnecessarily to duplicate material which was to be found in more detail in the Council's regular report.

Administrative unions affecting Trust Territories: reports of the Standing Committee on Administrative Unions (continued)

[Agenda item 7]

REPORTS ON THE CAMEROONS UNDER BRITISH ADMINISTRATION AND ON THE COMMITTEE'S WORK DURING THE COUNCIL'S FOURTEENTH SESSION (T/L.487, T/L.488)

18. Mr. SCOTT (New Zealand), speaking as Chairman of the Standing Committee on Administrative Unions, introduced the Committee's report on the administrative union affecting the Cameroons under British administration (T/L.487).

19. Mr. OBEREMKO (Union of Soviet Socialist Republics) regretted that such an important issue, which required careful consideration and the adoption of appropriate recommendations, was being discussed at the end of the session when time was short.

20. The question of administrative unions had been on the agenda of the General Assembly and the Council for a number of years. It remained unsolved because the Administering Authority refused to comply with the provisions of Chapter XII of the Charter, the Trusteeship Agreements and the General Assembly resolutions.

21. As early as 1948, the General Assembly had adopted resolution 224 (III) recalling that it had approved the Trusteeship Agreements upon the assurance of the Administering Authorities that they did not consider the terms of the relevant articles in the Agreements as giving powers to the Administering Authority to establish any form of political associa-

tion between the Trust Territories respectively administered by them and adjacent territories which would involve annexation of the Trust Territories in any sense or would have the effect of extinguishing their status as Trust Territories, and endorsing the Council's observation that an administrative union must remain strictly administrative in its nature and its scope, and that its operation must not have the effect of creating any conditions which would obstruct the further development of the Trust Territory as a distinct entity. Resolutions 326 (IV), 563 (VI) and 649 (VII) all reaffirmed that point. Those resolutions indicated the concern of the United Nations at the attempts of the colonial Powers to annex the Trust Territories under the cloak of "administrative unions" which were actually fully-fledged political and economic unions involving the complete absorption of the Trust Territories by the neighbouring colonies and the loss of their separate political status. By their policy of extending the colonial régime to the Trust Territories, the Administering Authorities were seriously impeding the advancement of those Territories towards self-government and independence.

22. At the thirteenth session of the Council (503rd meeting) his delegation had urged that the question of administrative unions should be considered as a whole, rather than piecemeal in connexion with the various reports submitted by the Standing Committee. Unfortunately that recommendation had not been adopted. Since that time the matter had become more urgent in view of the increasing attacks by the Administering Authorities against the very foundations of the International Trusteeship System.

23. The United Kingdom Government's proposal that the Trusteeship Agreement for Togoland under British administration should be terminated and the Trust Territory included in the neighbouring colony of the Gold Coast was the first specific attempt by the Administering Authorities to liquidate the Trusteeship System before the basic objectives of Chapter XII of the Charter had been achieved. The next step could be the attempt of the Administering Authority to seek an end to the trusteeship over the Cameroons under British administration. Ruling circles in Australia had for many years had the intention of annexing New Guinea to the colony of Papua openly and fully.

24. The USSR delegation had repeatedly warned the General Assembly and the Trusteeship Council of the danger of administrative unions to the Trusteeship System and had pointed out that the result would be to deprive the Trust Territories of their special international status and lead to their practical annexation. It had introduced concrete proposals directed at guaranteeing the independent advancement of the Trust Territories towards self-government and independence.

25. The Trusteeship Council could not ignore the colonial Powers' attempts to remove the Trust Territories from the International Trusteeship System without granting them self-government or independence. The Council must discharge its duties under the Charter. It should take steps to see that independent legislative and administrative organs not subordinate to any colonial organs were established and to ensure the participation of the indigenous inhabitants in the legislative, executive and judicial organs in the Trust Territories. His delegation had introduced a draft resolution to that effect at the thirteenth session (T/L.453), which he

once more commended to the Council's attention. Its adoption would undoubtedly facilitate and expedite the achievement of the objectives of Article 76 of the Charter.

26. Mr. LOOMES (Australia) said that his Government had established an administrative union for the Trust Territory of New Guinea and the neighbouring Non-Self-Governing Territory of Papua under the authority of a Trusteeship Agreement approved by the General Assembly. It considered that such a union was in the best interests of the Trust Territory. The establishment of such a union was not annexation or absorption. The Soviet Union representative had said that ruling circles in Australia had long desired to annex New Guinea. He apparently knew more of the intentions of such circles than Australia's accredited representatives in the Council.

27. The periodic reports submitted by the Standing Committee on Administrative Unions, including the most recent report on New Guinea (T/L.485 and Corr.1), indicated that in the Committee's opinion the administrative union affecting New Guinea was not operating in any way to the detriment of the advancement of the Trust Territory and that it might indeed be advantageous to it.

28. He would vote against the USSR draft resolution.

29. Mr. TARAZI (Syria) said that his delegation believed that generally speaking administrative unions ran counter to the objectives of the United Nations Charter and the Trusteeship Agreements. He would vote in favour of the USSR draft resolution.

30. The Australian representative had referred to the Standing Committee's report on the administrative union between New Guinea and Papua. His delegation could not support that report. It was unconvincing. He regretted that the members of the Committee had not taken into consideration the comments made in the Council. The link between Papua and New Guinea was not an administrative union, but a fusion or federation.

31. He hoped that in view of his statement at an earlier meeting that he was in favour of self-government, the United States representative would support the Soviet draft resolution, which was based on the general principles underlying international and general public law.

32. Mr. SEARS (United States of America) replied that administrative unions such as those affecting the Cameroons and Togoland under British administration were the only way to promote the immediate advancement of those Trust Territories towards self-government. He was therefore in favour of them.

33. Mr. EGUIZABAL (El Salvador) said that he would vote in favour of the Soviet Union draft resolution. His delegation had always been opposed to administrative unions. They ran counter to the principles underlying the whole Trusteeship System.

The USSR draft resolution (T/L.453) was rejected by 6 votes to 3, with 3 abstentions.

34. The PRESIDENT drew the Council's attention to the draft resolution in document T/L.508, which had been submitted by the Soviet Union delegation.

35. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that the draft resolution should be considered in conjunction with the report of the Standing Committee on Administrative Unions on the

Cameroons under British administration (T/L.487). The report stated that the Standing Committee had postponed consideration of the administrative union between the Trust Territory and Nigeria because new constitutional arrangements had only recently been put into effect. But in his delegation's view that very fact demanded watchfulness on the part of the Committee lest the Cameroons should be deprived of its status as a Trust Territory before the purposes of the Trusteeship System had been achieved and the country granted independence and self-government. Measures had been taken which affected the Territory's status. Information and documents were available on the subject. It was clearly the task of the Standing Committee to examine them, and it could only be concluded that in refusing to do so it had failed in its task.

36. The reason was not far to seek; the colonial Powers wanted to prevent the adoption of positive decisions so that the Council could later be presented with the *fait accompli* of the incorporation of the Cameroons in the colony of Nigeria. It could be seen even from the information submitted officially by the United Kingdom Government that it was that Power's intention to break up the Territory of the Cameroons, to make the northern section part of one of the Nigerian provinces and to convert the southern section into a region of the Federation of Nigeria. The whole of the Trust Territory would remain subordinate to the colonial administration of Nigeria. The Administering Authority, by incorporating the Trust Territory into its colony of Nigeria, was openly violating the terms of the Trusteeship Agreement and the United Nations Charter, and in particular Article 76. It was endeavouring to annex the Territory, to end the trusteeship of the United Nations over the Cameroons and to prevent the Territory attaining independence and self-government.

37. The Soviet Union delegation believed that the Council should examine the administrative union affecting the Cameroons under British administration at the present session and take measures to maintain the status of the Cameroons as a Trust Territory until such time as it had attained independence and self-government in accordance with the Charter. For that purpose the Soviet Union delegation had submitted a draft resolution (T/L.508), which he would urge the Council to adopt. He could not agree with the Standing Committee's decision to defer the matter; it was important and urgent and should be dealt with immediately.

38. Sir Alan BURNS (United Kingdom) said that the Trust Territory of the Cameroons, together with Nigeria, was moving fast along the road to self-government and independence. The recent constitutional changes in the two countries had been made with the concurrence of the indigenous inhabitants, and were fully in accordance with the spirit of the United Nations Charter.

39. Mr. SCOTT (New Zealand) wished to refute the Soviet Union representative's charge that the Standing Committee had failed in its duty. The constitutional arrangements mentioned in the report were described in detail in document T/C.1/L.37, which had been submitted to the Council and thoroughly discussed at its thirteenth session, during the examination of conditions in the Cameroons under British administration. The Council had not only not objected to them, but had indeed noted with satisfaction the arrangements which had

been arrived at after consultation with the representatives of the indigenous inhabitants. The task of the Standing Committee was not mainly concerned with political and constitutional arrangements, which it was the responsibility rather of the Council itself to consider. The Standing Committee was required to examine the customs and fiscal aspects of the administration of a Trust Territory which was associated with a neighbouring territory in accordance with directives deriving from General Assembly resolutions. In fact the arrangements for the administration of the Northern Cameroons had remained virtually unchanged since the Territory had entered the Trusteeship System, while the arrangements governing the administration of the Southern Cameroons had tended, not towards incorporation into Nigeria, but towards increased autonomy for that area. The Standing Committee had had all those considerations in mind when it decided that an examination of the situation in the Trust Territory could more usefully be made at the next session of the Council.

40. For those reasons he would commend the report to the Council for approval.

41. The PRESIDENT put the USSR draft resolution (T/L.508) to the vote.

The USSR draft resolution was rejected by 8 votes to 3, with 1 abstention.

42. The PRESIDENT observed that since the Trusteeship Council was not called upon to adopt a resolution, it could simply take note of the Standing Committee's report on the Cameroons under British administration (T/L.487).

43. Mr. OBEREMKO (Union of Soviet Socialist Republics), supported by Mr. TARAZI (Syria), said that taking note of the report would imply confirmation of the decision of the Standing Committee recorded in it, and asked for a vote to be taken.

44. The PRESIDENT put to the vote the proposal to take note of the report (T/L.487).

It was decided, by 9 votes to 1, with 2 abstentions, to take note of the report.

45. The PRESIDENT drew the Council's attention to a further report of the Standing Committee on Administrative Unions, document T/L.488, and suggested that the Council should take note of it.

46. In response to a request by Mr. TARAZI (Syria), the PRESIDENT put to the vote the proposal to take note of the report (T/L.488).

It was decided, by 9 votes to 1, with 2 abstentions, to take note of the report.

47. Mr. TARAZI (Syria) said that he had voted against the decision to take note of the report because he considered that it was incomplete.

The meeting was suspended at 4 p.m. and resumed at 4.30 p.m.

Examination of conditions in the Trust Territory of New Guinea: (a) annual report of the Administering Authority (T/1114 and Add.1, T/1122, T/1124); (b) petitions circulated under rule 85, paragraph 2, of the rules of procedure (continued)

[Agenda items 4 (c) and 5]

REPORT OF THE DRAFTING COMMITTEE ON NEW GUINEA (T/L.496)

48. Mr. YANG (China), Chairman of the Drafting

Committee on New Guinea, introduced the Committee's report (T/L.496), which had been unanimously adopted. The Committee had considered the question of the administrative union between New Guinea and Papua, but had made no report on it to avoid duplicating the work of the Standing Committee on Administrative Unions.

49. Mr. SCHEYVEN (Belgium) announced that his delegation would abstain in the vote on several recommendations contained in the report, because it considered them superfluous. A notable example was contained in paragraph 20, which urged the Administering Authority to persevere in its efforts to improve public health, a duty which it must naturally carry out.

50. Mr. TARAZI (Syria) presented a series of amendments to the report (T/L.512).

51. Mr. FORSYTH (Australia) reviewed the Syrian amendments (T/L.512), and said that he would vote against all of them. The addition to paragraph 9, concerning the legislative system for the two territories of New Guinea and Papua, had the same effect as the draft resolution on administrative unions submitted by the USSR (T/L.509). Australia would reject both texts. The amendment to paragraph 12 added nothing to the Drafting Committee's text and did not warrant approval. In the light of the special representative's statement (545th meeting) regarding the inadvisability, for the time being, of altering the incidence of taxation in the Trust Territory, the Syrian amendment to paragraph 16 was likewise inappropriate. Finally, the proposed addition to paragraph 23 was superfluous since it recommended educational measures that had already been taken. The special representative might be of assistance in answering questions raised by some sections of the Drafting Committee's report.

At the invitation of the President, Mr. J. H. Jones, special representative of the Administering Authority for the Trust Territory of New Guinea, took a place at the Council table.

52. The PRESIDENT asked the members of the Council to vote on the recommendations and conclusions in the Drafting Committee's report (T/L.496) and the Syrian amendments thereto (T/L.512).

53. Mr. TSARAPKIN (Union of Soviet Socialist Republics) announced that he would vote against paragraph 6 of the Drafting Committee's report (T/L.496) because he considered that the Administering Authority's so-called policy of peaceful penetration was, instead, a policy of subjection of the indigenous population by threat of force.

Paragraph 6 was adopted by 8 votes to 1, with 3 abstentions.

54. Mr. TSARAPKIN (Union of Soviet Socialist Republics) then asked for a separate vote on the second sentence of paragraph 7.

The first sentence of paragraph 7 was adopted by 9 votes to none, with 3 abstentions.

The second sentence was adopted by 8 votes to 3, with 1 abstention.

The third sentence was adopted by 9 votes to none, with 3 abstentions.

Paragraph 7 as a whole was adopted by 6 votes to none, with 6 abstentions.

55. Mr. TSARAPKIN (Union of Soviet Socialist Republics) called for a separate vote on the first part

of paragraph 8, because the concluding part of the paragraph, by accepting the Administering Authority's assurance of greater indigenous participation in administration as the auxiliary division of the Public Service developed, implicitly gave that Authority the right to restrict such participation.

The first part of paragraph 8, up to and including the words "greatly needs" was adopted by 10 votes to none, with 2 abstentions.

The remainder of the paragraph was adopted by 7 votes to 1, with 4 abstentions.

Paragraph 8 as a whole was adopted by 8 votes to none, with 4 abstentions.

56. The PRESIDENT next called for a vote on the Syrian amendment (T/L.512, amendment 1) to paragraph 9 of the Committee's report (T/L.496).

57. Mr. TSARAPKIN (Union of Soviet Socialist Republics) considered the Syrian amendment necessary, because only by establishing a legislative system in the Trust Territory separate and independent from that of Papua could the rapid political development of the indigenous population be assured. It was dismaying to find that after thirty years of administration, the Administering Authority was only now considering the participation of the indigenous inhabitants as observers on the Legislative Council. The USSR could therefore not vote for paragraph 9 as it stood in the report.

The Syrian amendment to paragraph 9 was rejected by 5 votes to 3, with 4 abstentions.

Paragraph 9 was adopted by 8 votes to 2, with 2 abstentions.

58. Mr. TARAZI (Syria), explaining his negative vote, said that the legislative system common to the two Territories did not give proper weight to the interests of the people of New Guinea.

59. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested clarification of the phrases "when conditions are appropriate" and "a multi-racial basis" in paragraph 10. The first appeared to fix no time-limit for the establishment of district and municipal government organs, and the second was confusing, as the indigenous population was of a single race.

60. Mr. PIGNON (France) explained that the paragraph was intended to promote the participation of indigenous representatives in the district councils.

61. Mr. FORSYTH (Australia), noting that the answer to the USSR representative's query had been given fully in the annual report,¹ the report of the United Nations Visiting Mission to Trust Territories in the Pacific, 1953 (T/1078), and in the replies of the special representative, endorsed the French representative's interpretation of the purpose of paragraph 10. At present, the district advisory councils consisted of persons selected by the Administration. The Administering Authority wanted them to include representatives of all sectors of the population when it deemed conditions to be appropriate.

62. Mr. TSARAPKIN (Union of Soviet Socialist Republics) would vote against the paragraph because it was, in fact, directed against the interests of the indigenous population. It provided for the creation of government organs in which a small proportion of the

¹ See Report to the General Assembly of the United Nations on the Administration of the Territory of New Guinea from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.

indigenous population would be permitted to sit, at the discretion of the Administering Authority, and only when the Administering Authority considered it feasible.

Paragraph 10 was adopted by 8 votes to 2, with 2 abstentions.

63. Mr. TARAZI (Syria) asked for a separate vote on the second part of paragraph 11, beginning with the words "and hopes that the Administering Authority. . .".

The first part of paragraph 11 was adopted by 9 votes to 2, with 1 abstention.

The second part was adopted by 10 votes to none, with 2 abstentions.

Paragraph 11 as a whole was adopted by 9 votes to none, with 3 abstentions.

The Syrian amendment to paragraph 12 (T/L.512, amendment 2) was adopted by 6 votes to 5, with 1 abstention.

Paragraph 12 (T/L.496), as amended, was adopted by 7 votes to 2, with 3 abstentions.

Paragraph 13 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 14 was adopted by 9 votes to none, with 3 abstentions.

Paragraph 15 was adopted by 10 votes to none, with 2 abstentions.

64. In reply to questions by Mr. SCOTT (New Zealand), Mr. TARAZI (Syria) explained that the income tax referred to in his amendment to paragraph 16 meant a tax on the profits of the companies concerned. It was for the Administering Authority to decide whether the tax should be imposed on companies registered outside the Territory.

65. Mr. FORSYTH (Australia) pointed out that the Administering Authority had the question under consideration and the amendment was therefore unnecessary.

66. The PRESIDENT put the Syrian amendment to paragraph 16 (T/L.512, amendment 3) to the vote.

There were 6 votes in favour and 6 against.

After a brief recess in accordance with rule 38 of the rules of procedure of the Trusteeship Council, a second vote was taken.

There were 6 votes in favour and 6 against. The amendment was not adopted.

67. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked for a separate vote on the last sentence of paragraph 16. The adoption of that sentence immediately after the rejection of a proposal concerning the introduction of a company tax would create a very bad impression in the General Assembly. If companies drawing large profits from the Territory were not to be taxed, the indigenous people who lived at a primitive subsistence level should not be expected to pay taxes. He wondered what was meant by the statement that taxes had been levied with the "full consent" of the people concerned.

68. Mr. FORSYTH (Australia) pointed out that it was shown in paragraph 16 that the Administering Authority bore approximately two-thirds of the burden of public expenditure in the Territory. Secondly, the Syrian amendment had merely proposed that the possibility of introducing a company tax should be considered; that was already being done. Thirdly, the taxes in question were imposed by the indigenous inhabitants

meeting in their councils, and under no pressure from the Administering Authority. The special representative had more than once explained to the Council that it was important not to impede the Territory's economic development by imposing direct taxes that would bear too heavily on the enterprises by which the Territory was being developed.

The first part of paragraph 16 up to and including the words "among the indigenous inhabitants" was adopted by 9 votes to none, with 3 abstentions.

The remainder of paragraph 16 was adopted by 9 votes to 3.

Paragraph 16 as a whole was adopted by 8 votes to none, with 4 abstentions.

69. Mr. TARAZI (Syria) asked for a separate vote on the second sentence of paragraph 17.

The first sentence of paragraph 17 was adopted by 9 votes to none, with 3 abstentions.

The second sentence was adopted by 11 votes to none, with 1 abstention.

Paragraph 17 as a whole was adopted unanimously.

Paragraph 18 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 19 was adopted by 9 votes to none, with 3 abstentions.

70. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked for a separate vote on the first part of paragraph 20 up to and including the words "outlying districts". Medical and public health services in the Territory had been so inadequate in the past that any expansion did not deserve mention in the Council's report. He intended to abstain on the words in question.

The first part of paragraph 20 was adopted by 10 votes to none, with 2 abstentions.

The remainder of paragraph 20 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 20 as a whole was adopted by 10 votes to none, with 2 abstentions.

71. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that paragraph 21 referred to the Council's recommendations for a general improvement of education at all levels and at the same time called for the implementation of the Administering Authority's plans for education which placed the major emphasis on primary education and teacher training with the development of secondary and higher education to follow. The two recommendations were incompatible. Either the Administering Authority's policy or the policy recommended by the Council had to be followed.

72. Mr. YANG (China) said that all the members of the Drafting Committee had accepted the text of paragraph 21.

73. Mr. FORSYTH (Australia) said that the words "major emphasis" in the second sentence of paragraph 21 should be sufficient to remove the Soviet representative's doubts regarding the compatibility of the Council's and the Administering Authority's policy on education.

74. Mr. TSARAPKIN (Union of Soviet Socialist Republics) replied that the Council's recommendation for a general improvement of education at all levels could not be reconciled with a policy of placing major emphasis on primary and teacher-training schools. In the last sentence of the paragraph the words "to ensure the implementation of the Administering Authority's

plans for education as rapidly as possible" should be deleted.

75. Mr. TARAZI (Syria) asked for separate votes on the first sentence, the second and third sentences, and the last sentence of paragraph 21.

The first sentence of paragraph 21 was adopted by 11 votes to none, with 1 abstention.

The second and third sentences were adopted by 7 votes to none, with 5 abstentions.

The last sentence was adopted by 11 votes to none, with 1 abstention.

Paragraph 21 as a whole was adopted by 9 votes to none, with 3 abstentions.

Paragraph 22 was adopted by 10 votes to none, with 2 abstentions.

76. Mr. TARAZI (Syria) explained that although he approved of the idea of eliminating Melanesian Pidgin he had been unable to vote for paragraph 22, because it made no reference to the development of the languages of the Territory.

77. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that he had abstained for the same reason. Most of the people spoke indigenous languages. Only a small minority spoke English.

78. He would vote against paragraph 23 because education was the responsibility of the Administering Authority and should not be left to the religious missions. The financial aid it was proposed to provide for

the missions should be devoted to educational work under the responsibility of the Administering Authority.

Paragraph 23 was adopted by 8 votes to 2, with 2 abstentions.

79. Mr. SEARS (United States of America) proposed that the word "further" should be inserted after the word "develop" in the Syrian amendment, calling for a new paragraph after paragraph 23 (T/L.512, amendment 4).

80. Mr. TARAZI (Syria) accepted that proposal.

81. Mr. SCOTT (New Zealand) said that he would abstain on the Syrian proposal as it added nothing to the third sentence of paragraph 21, which the Council had just adopted.

82. Mr. FORSYTH (Australia), supported by Mr. PIGNON (France), said that the United States addition to the Syrian proposal had changed the latter's meaning. It now recognized that something had already been done and suggested that that development should be carried further. Although he still felt the amendment was unnecessary, he would abstain instead of voting against it.

The new paragraph proposed by Syria (T/L.512, amendment 4) as amended, was adopted by 7 votes to none, with 5 abstentions.

The first part of paragraph 5 of the Drafting Committee's report (T/L.496), up to and including the words "to the General Assembly", was adopted by 10 votes to 1, with 1 abstention.

The meeting rose at 6.40 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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; United Nations Educational, Scientific and Cultural Organization.

Administrative unions affecting Trust Territories: reports of the Standing Committee on Administrative Unions (concluded)

[Agenda item 7]

REPORT ON NEW GUINEA (T/L.485 AND CORR.1)

1. Mr. SCOTT (New Zealand), Chairman of the Standing Committee on Administrative Unions, pointed out that at its 559th meeting, during its examination of the report of the Drafting Committee on New Guinea (T/L.496), the Council had adopted a recommendation concerning the Legislative Council of Papua and New Guinea which bore some relation to the Standing Committee's conclusions concerning that Council.

2. Mr. TSARAPKIN (Union of Soviet Socialist Republics) considered that the Standing Committee's report on New Guinea (T/L.485 and Corr.1) contained no analysis of the true situation in the Territory. The authors of the report had carefully avoided dealing with the problems arising from the administrative union of the Trust Territory of New Guinea and the colony of Papua. Information submitted to the Council showed that no progress had been made in the improvement of the living conditions of the indigenous population. The situation had stagnated for thirty-five years, and Australia was thus not fulfilling its obligations under Article 76 b of the Charter. Far from promoting the Territory's advancement towards self-government, the Administering Authority was endeavouring to maintain the colonial system. Under the cloak of the administrative union, New Guinea was attached to the

Australian colony of Papua and the two territories were administered by the same official. Another significant fact was that the administrative headquarters was at Port Moresby, Papua, and not in the Trust Territory. The special representative himself had stated in the Council that the Administering Authority was applying the same policy in Papua and New Guinea, which meant that it was imposing its colonial policy on the Trust Territory in flagrant violation of the Trusteeship Agreement, which prescribed a special status for the Trust Territory. Certain articles in the Australian Press showed that ruling circles in Australia openly advocated the annexation of New Guinea. They wished to make it a colony like Papua.

3. The Council should give special attention to the question of a separate administration for New Guinea, especially since the administrative union of that Territory and Papua had been unsatisfactory. It should come to a decision in the matter and should ensure that the Territory was provided with a special administration designed only to further the interests of the indigenous population. A change must be made, as the Administering Authority had hitherto confined itself only to the most blatant exploitation of the inhabitants of the Territory.

4. In conclusion, he read out his delegation's draft resolution (T/L.509).

5. Mr. TARAZI (Syria) found that, in preparing its report, the Committee had not taken into consideration the views expressed by several delegations when the Council considered the annual report on New Guinea. He referred in particular to the legislative merger between New Guinea and Papua, which constituted a violation of the Charter and the Trusteeship Agreement. The latter sanctioned an administrative union but not an actual merger of the two territories. The Administering Authority had been given permission to set up joint administrative services, but not to amalgamate the two territories. He cited by way of example the measures which had been taken for the administrative and economic union of Lebanon and Syria, when the two countries were under French Mandate. In accordance with the wishes of the population, the Mandatory Power had rightly not allowed the bonds between Syria and the Lebanon to develop into a political merger and the establishment of joint legislative bodies. In the case of New Guinea, the position was quite different, and certain delegations had made observations to that effect which the Committee had not felt obliged to take into consideration. His delegation would therefore be obliged to vote against the Committee's report (T/L.485 and Corr.1), which it considered incomplete, and would vote for the Soviet draft resolution.

6. Mr. FORSYTH (Australia) wished to comment on three questions raised by the USSR and Syrian representatives.

7. In the first place, the USSR representative had felt called upon to speak on the unification of New Guinea and Papua. The reports of the Visiting Missions, the

annual reports of the Administering Authority and the statements to the Council by the special representatives proved that the Trust Territory of New Guinea had retained its separate identity. He assured the Syrian representative that there was not a fusion. The existing administrative union was authorized by the Trusteeship Agreement, and he stressed that the Administering Authority considered that the population of New Guinea could not fail to benefit by it.

8. Secondly, in connexion with the USSR representative's statement that Australian ruling circles intended to annex the Trust Territory, he recalled that both he and Mr. Loomes had already refuted that accusation, which was completely without foundation.

9. Thirdly, the USSR representative's statement that there had been complete stagnation in New Guinea for thirty-five years was confuted by the annual reports of the Administering Authority, the reports of the Visiting Missions and the voluminous evidence which had been made available to the Council over a period of seven years.

10. He had no particular objection to the Committee's report, but he pointed out that the Administering Authority was considering the question raised in the penultimate sentence of paragraph 2 and would take such action as it thought appropriate. However, the measure advocated by the Committee called for amendment of existing legislation. The Committee therefore seemed unduly optimistic when it called on the Administering Authority to take urgently the necessary steps to give effect to the Council's recommendation.

11. Mr. SCOTT (New Zealand) wished to state on behalf of the Standing Committee that it had in fact taken into consideration the questions raised by the Syrian representative and article 5 of the Trusteeship Agreement, which he read out.

12. Mr. DORSINVILLE (Haiti) drew the Syrian representative's attention to paragraph 5 of the Committee's report, which closely reflected the attitude of certain delegations, particularly that of Syria, with regard to the alleged merger of New Guinea and Papua. As a member of the Committee, he accepted the report as it had been drafted, as it took due account of the various shades of opinion which had been expressed.

13. Mr. TSARAPKIN (Union of Soviet Socialist Republics) felt that it was difficult to achieve the adoption of any decision likely to improve the position of the indigenous population as the position of the colonial Powers was defended in the Council and its subsidiary bodies not only by those Powers themselves but by other delegations such as that of Haiti. It was nevertheless true that, under article 3 of the Trusteeship Agreement, the Administering Authority had undertaken to administer New Guinea in accordance with the provisions of the Charter and in such a manner as to achieve, in the Territory, the basic objectives of the International Trusteeship System, which were set forth in Article 76 of the Charter. No argument based on the provisions of article 5 of the Trusteeship Agreement could relieve the Administering Authority of its duties. It was required, among other things, to establish independent administrative and legislative bodies composed of representatives of the indigenous population and not representatives of the Australian colonists, as was in fact the case. The facts which his delegation had quoted in its analysis of the situation in the Territory showed that it was time that the Council decided to establish a separate

independent administration for the Trust Territory itself. He failed to see how the Australian representative could claim that New Guinea had its own territorial identity when it had lost even its name, and all relevant legislative texts spoke of a territory called Papua and New Guinea, the name of Papua being always associated with that of New Guinea. Moreover, the Australian representative had been unable to refute the USSR delegation's statement. Since Australia had been administering New Guinea the position in the Territory had stagnated and the population remained at the lowest level of human development. The structure of the administration and the representative character of governmental organs were of the utmost importance for the people's advancement. For that reason his delegation urged the members of the Council to approach the problem with the necessary sense of responsibility. There was considerable evidence to show that the Council's activities caused increasing disappointment and perplexity among the indigenous inhabitants and when, in spite of the measures to keep it from them, they learned the news that the Council had rejected proposals designed to defend the interests of colonial peoples and Trust Territories, a heavy blow was inflicted on the Council's prestige.

14. For all those reasons, he again urged the adoption of the USSR draft resolution (T/L.509) recommending the establishment of a separate independent administration in the Trust Territory.

15. Mr. DORSINVILLE (Haiti) was surprised that the USSR representative had accused his delegation of defending the policy of the Administering Authorities and asserted that nothing in his delegation's attitude, either in the Council or in the Fourth Committee of the General Assembly, justified such an accusation. The delegation of Haiti had unwaveringly maintained that attitude, which was in complete harmony with the country's background. The Haitian representatives did not of course adopt the intransigent attitude of the USSR delegation, for their training enabled them to admit that certain nuances could sometimes exist. Perhaps the USSR representative's statement had been prompted by a misunderstanding: the delegation of Haiti had drawn attention not to article 5 of the Trusteeship Agreement but to paragraph 5 of the Committee's report (T/L.485 and Corr.1).

16. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that the delegation of Haiti was perfectly free to adopt any attitude it considered appropriate and explained that he had merely stated that the Administering Authorities had the majority vote in the Council and its organs. He then quoted paragraph 2 of the Committee's report and concluded from it that even that document questioned the usefulness of the joint Legislative Council. That was hardly surprising since it did not represent the indigenous population. The present administrative structure was contrary to the aims and principles of the Trusteeship System and it was precisely that situation which the USSR draft resolution sought to rectify.

17. Mr. TARAZI (Syria) thought that paragraph 5 of the report did perhaps contain the points mentioned by the Haitian representative. However, in other parts of the document, the question was not clearly settled and for that reason the Syrian delegation had some reservations on the report as a whole. His delegation was not opposed to the establishment of a fiscal, customs or administrative union, which was authorized by

article 5 of the Trusteeship Agreement, but to the existence of a joint legislative organ, which implied a political federation and which the Administering Authority had no right to establish. In that respect the interpretation placed upon article 5 by the New Zealand representative was unjustified.

18. Mr. SCOTT (New Zealand) pointed out that he had quoted the exact wording of article 5 of the Trusteeship Agreement. If his statement was to be treated as an interpretation of that article, the interpretation originated in the Trusteeship Agreement itself.

19. With reference to the allegations that the colonial Powers held a majority in the Standing Committee on Administrative Unions, he emphasized that that Committee was composed of two delegations representing the Administering Authorities and two delegations representing non-administering Powers and that it had adopted its report unanimously.

20. The PRESIDENT put the USSR draft resolution (T/L.509) to the vote.

The USSR draft resolution was rejected by 8 votes to 3, with 1 abstention.

21. The PRESIDENT put to the vote paragraphs 2 to 6 inclusive of the report of the Standing Committee on Administrative Unions (T/L.485 and Corr.1).

Those paragraphs were adopted by 8 votes to 2, with 2 abstentions.

Examination of conditions in the Trust Territory of Nauru: annual report of the Administering Authority (T/1111, T/1122, T/1125) (continued)

[Agenda item 4 (d)]

REPORT OF THE DRAFTING COMMITTEE ON NAURU (T/L.494)

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

22. Mr. SERRANO GARCIA (El Salvador), Chairman of the Drafting Committee for Nauru, said that the Committee had based its report (T/L.494) on Council members' comments and on the special representative's statements. It reflected both the favourable and unfavourable opinions which had been voiced.

23. Mr. TSARAPKIN (Union of Soviet Socialist Republics) quoted paragraph 6 of the report, concerning the future of the Nauruan community, and observed that the future prospects of the indigenous inhabitants were very dim. They would have to leave the Territory, and the island of Nauru would become a desert, since the fertile lands and their vegetation had been destroyed so that the phosphate deposits underneath could be exploited. The solution of the problem was not to be sought along those lines; the Administering Authority, which reaped enormous profits from phosphate mining, should rather devote a part of those profits to the restoration of cultivable land as each deposit was exhausted, and slow down the rate of production so as to spread the mining of phosphate over a longer period. Thus the cultivable land would be gradually restored and the people would gradually adjust themselves to that mode of life. They could satisfy their requirements by engaging in agriculture and fishing, and there would be no further need to contemplate any transfer of popu-

lation, which raised such painful problems for the persons concerned. For all those reasons the USSR delegation would vote against paragraph 6 of the report.

24. Sir Alan BURNS (United Kingdom) pointed out that, contrary to the Soviet Union representative's apparent belief, mining was carried on only in sectors where the top-soil was unproductive.

25. Mr. TSARAPKIN (Union of Soviet Socialist Republics) replied that, according to page 17 of the annual report,¹ the British Phosphate Commissioners had the right to exploit and destroy trees in any area containing phosphate deposits. Such areas therefore contained a certain amount of vegetation which the inhabitants could exploit if their interests were protected.

26. Sir Alan BURNS (United Kingdom) said that was far from the case. While the authorities had the right to extract phosphate from the Territory, they had not in fact exploited a single cultivated area for the simple reason that such areas contained no ore.

27. Mr. SERRANO GARCIA (El Salvador) stated that, in drafting paragraph 6, the Committee had taken into account all the opinions expressed in the Council, including that of the Soviet Union representative. It invited the Administering Authority to examine, with the people's co-operation, the means of deciding upon the future of Nauru.

28. Mr. TSARAPKIN (Union of Soviet Socialist Republics) opposed the progressive resettlement of Nauruans mentioned in paragraph 6, and thus could not vote for that paragraph.

Paragraph 6 of the report (T/494) was adopted by 8 votes to 1, with 3 abstentions.

29. Mr. FORSYTH (Australia) said that he had abstained on paragraph 6 because in it the Council requested the Administering Authority to include in its next annual report the results of the study on the problem of the Territory's future. The next annual report would cover a period ending 30 June 1954. It was even possible that the study would not be concluded within twelve months. In any case, the Council would be informed of the results.

30. Mr. TSARAPKIN (Union of Soviet Socialist Republics) opposed paragraph 7 of the report, because in it the Council expressed the hope that the Nauru Local Government Council would make every effort fully to understand and exercise its present powers. That was a pious hope because the Council in question had precisely no power.

31. Mr. FORSYTH (Australia) replied that the special representative in his final statement (540th meeting) had listed a whole series of powers held by the Local Government Council.

32. Mr. JONES (Special representative for Nauru) added that those powers were expressly defined in the Local Government Council Ordinance. It could make rules that were not inconsistent with any Act or ordinance in force, subject to the Administrator's approval. In fact, such approval was withheld only when the regulation did not fulfil its purpose.

33. Mr. TSARAPKIN (Union of Soviet Socialist Republics) hoped that the Australian representative

¹ See *Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1952, to 30th June, 1953, Commonwealth of Australia, 1953.*

would now agree with him that the Council had no power or at least no deliberative power.

34. Mr. FORSYTH (Australia) replied that it was quite common to find that the powers of any governmental body were not unlimited.

Paragraph 7 was adopted by 8 votes to 2, with 2 abstentions.

35. Mr. TARAZI (Syria) explained that he had voted against paragraph 7 because the Local Government Council had no legislative power and because the recommendations in that paragraph were inadequate.

36. Mr. SCHEYVEN (Belgium) said that he had abstained because he felt that paragraph 7 was quite useless. It expressed the hope that the Administering Authority would do something which it had been doing for a long time.

37. Following a request by Mr. JONES (Special representative for Nauru), the PRESIDENT pointed out, in connexion with paragraph 8 of the report, that three Nauruans, and not two as stated in the report, had been appointed to senior positions in the Administration. He proposed that the text should be amended accordingly.

It was so decided.

38. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested that the vote should be taken in three parts: the first vote on the first part of the first sentence up to and including the words "senior positions in the Administration", the second vote on the remainder of that sentence, and the third vote on the remainder of the paragraph.

The first part of the first sentence of paragraph 8 was adopted unanimously.

The second part of that sentence was adopted by 9 votes to none, with 3 abstentions.

The remainder of paragraph 8 was adopted by 9 votes to none, with 3 abstentions.

39. Mr. MAX (France) recalled that his delegation had objected during the debate in the Drafting Committee to the improper use of the word "vigorously". It was for that reason that he had abstained.

Paragraph 8 as a whole was adopted by 11 votes to none, with 1 abstention.

40. Mr. TARAZI (Syria) suggested that the text of paragraph 9 of the report should be amended by adding the word "urgently" before the word "reiterates".

41. Mr. TSARAPKIN (Union of Soviet Socialist Republics) drew attention to the fact that corporal punishment, the subject of paragraph 9, might be dealt with in the same way as it had been in connexion with New Guinea, and suggested that the text should be replaced by paragraph 19 of the report of the Drafting Committee on New Guinea (T/L.496), which read:

"The Council, noting that corporal punishment has been partially abolished and recalling its previous recommendations in this connexion, strongly urges the Administering Authority to abolish completely this form of punishment".

The USSR amendment was adopted by 6 votes to none, with 6 abstentions.

42. Mr. SERRANO GARCIA (El Salvador) explained that he had voted in favour of the USSR amendment because his delegation had taken the same position in the Drafting Committee.

43. The PRESIDENT put paragraph 10 of the report to the vote.

Paragraph 10 was adopted by 5 votes to 4, with 3 abstentions.

44. Mr. BHANDARI (India) said that he had abstained from voting on paragraph 10 because a number of observations made by his delegation on the phosphates question had not been included in it.

45. Mr. FORSYTH (Australia) said that he had voted against the paragraph because, as his delegation had explained repeatedly, the Administering Authority was not in a position to supply a statement on the operations of the British Phosphate Commissioners for Nauru separately from those in the other Pacific islands. Moreover, it had never clearly been shown why separate accounts were necessary to the discharge of the Council's functions.

46. Mr. SCHEYVEN (Belgium) said that he had voted against the paragraph for the same reasons.

47. The PRESIDENT put paragraph 11 of the report to the vote.

48. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on the second sentence of paragraph 11.

The first sentence of paragraph 11 was adopted by 10 votes to none, with 2 abstentions.

The second sentence was adopted by 6 votes to 4, with 2 abstentions.

49. Mr. TARAZI (Syria) suggested that in the last sentence the words "and review it with a view to removing the present restrictions" should be replaced by the words: "with a view to abrogating it within a reasonable period of time".

The Syrian amendment was adopted by 6 votes to none, with 6 abstentions.

The last sentence of paragraph 11, as amended, was adopted by 8 votes to none, with 4 abstentions.

Paragraph 11 as a whole, as amended, was adopted by 6 votes to none, with 6 abstentions.

50. Mr. TARAZI (Syria) said that the second sentence of the paragraph was unacceptable to his delegation and that for that reason he had been unable to vote in favour of paragraph 11 as a whole.

51. Mr. TSARAPKIN (Union of Soviet Socialist Republics) considered that the second sentence was an insult to the indigenous population and he had therefore abstained from voting on the paragraph as a whole, although it embodied certain positive elements.

52. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that as paragraph 12 of the report dealt with education, it should contain no reference to the resettlement of Nauruans outside the Territory. The USSR delegation opposed such resettlement and would therefore vote against the paragraph.

Paragraph 12 was adopted by 7 votes to 1, with 4 abstentions.

53. The PRESIDENT put to the vote the Drafting Committee's recommendation with regard to the working papers prepared by the Secretariat (T/L.472 and Add.1), which was set forth in paragraph 5 of the report.

The recommendation was adopted by 10 votes to 1, with 1 abstention.

Examination of conditions in the Trust Territory of Western Samoa: annual report of the Administering Authority (T/1119, T/1122, T/1126) (continued)

[Agenda item 4 (b)]

REPORT OF THE DRAFTING COMMITTEE ON WESTERN SAMOA (T/L.493)

54. Mr. LOOMES (Australia) speaking as the Chairman of the Drafting Committee, said that little needed to be said concerning the Drafting Committee's report on the Trust Territory of Western Samoa (T/L.493). The conclusions in paragraphs 6 to 15 of the report had been unanimously adopted by the Drafting Committee.

55. The PRESIDENT put paragraph 6 of the report to the vote.

Paragraph 6 was adopted by 9 votes to 1, with 2 abstentions.

56. With regard to paragraph 7, Mr. TARAZI (Syria) proposed that it should be amended by the addition of the words "and independence" after the words "desire of the people of Western Samoa for self-government", in the first sentence.

57. Mr. TSARAPKIN (Union of Soviet Socialist Republics) proposed that the words "and independence" should be added at the end of the first sentence of paragraph 7, after the word "self-government".

58. Mr. SCOTT (New Zealand) said that his delegation was prepared to support the Syrian amendment if the Syrian representative would agree to substitute the word "or" for the word "and". Worded in that way, the Syrian amendment would be consistent with the wording of the Trusteeship Agreement and the Charter, whereas the addition of the words "and independence" would introduce an entirely new element which the New Zealand delegation could not accept.

59. Mr. TARAZI (Syria) could not accept the New Zealand representative's suggestion because he believed that the goal was to enable Non-Self-Governing Territories to achieve not only self-government but also political and economic independence.

60. Sir Alan BURNS (United Kingdom) said that there was no proof whatever that the people of Western Samoa desired independence. At any rate that had not been his impression when he had visited Samoa.

The Syrian amendment was rejected by 6 votes to 5, with 1 abstention.

61. Mr. TSARAPKIN (Union of Soviet Socialist Republics) agreed to change his amendment in accordance with the New Zealand representative's suggestion. The amendment as amended would therefore consist of the addition of the words "or independence" at the end of the first sentence of paragraph 7.

The USSR amendment, as amended, was unanimously adopted.

Paragraph 7 as a whole, as amended, was adopted by 9 votes to none, with 3 abstentions.

62. Mr. ROBBINS (United States of America), explaining his vote on the Syrian amendment, said that he had voted against it because, in his opinion, the United Nations could not impose independence on a people.

63. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that he had abstained from voting on

paragraph 7 as a whole because the Syrian amendment had not been adopted and also because the paragraph referred to a plan for the Territory's "progressive" attainment of self-government. In the view of the colonial Powers that could only mean slow attainment of self-government, whereas the USSR considered that the attainment of self-government and independence by non-self-governing countries should be a speedy process.

64. Mr. SCHEYVEN (Belgium) proposed that the French text of paragraph 8 should be amended by replacing the words "*Le Conseil, soucieux d'accroître les responsabilités administratives confiées aux Samoans*" by the words "*Le Conseil, soucieux d'encourager l'élargissement des responsabilités administratives confiées aux Samoans ...*", as the Council was not competent to increase executive responsibilities.

65. The PRESIDENT pointed out that the English text did not express the same idea as the French, but merely emphasized the Council's desire to see the Samoans granted progressively greater executive responsibility. The Secretariat could no doubt take note of the Belgian representative's observation and alter the French text to make it correspond exactly to the English text.

It was so decided.

Paragraph 8 was adopted by 10 votes to none, with 2 abstentions, subject to the amendment to be made in the French text.

66. The PRESIDENT put paragraphs 9, 10 and 11 of the report to the vote.

Paragraph 9 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 10 was adopted by 11 votes to none, with 1 abstention.

Paragraph 11 was adopted by 11 votes to none, with 1 abstention.

67. Mr. TARAZI (Syria) requested a separate vote on the second sentence of paragraph 12, beginning with the words "In view of the rapidly increasing population...".

The first sentence of paragraph 12 was adopted by 9 votes to none, with 3 abstentions.

The second sentence was adopted by 11 votes to none, with 1 abstention.

Paragraph 12 as a whole was adopted by 11 votes to none, with 1 abstention.

68. The PRESIDENT put paragraph 13 of the report to the vote.

Paragraph 13 was adopted by 10 votes to none, with 2 abstentions.

69. With regard to paragraph 14, Mr. TARAZI (Syria), supported by Mr. MAX (France), pointed out that the last sentence of the paragraph would be improved from the point of view of style if it were reworded in the French text to read: "*il exprime l'espoir que de nouveaux efforts seront accomplis en ce qui concerne ...*".

70. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on the first part of the first sentence, namely, the words "The Council, noting the advances made in the field of public health during the period under review...".

That part of the sentence was adopted by 10 votes to none, with 2 abstentions.

The remainder of paragraph 14, amended in the French text as suggested by Syria and France, was adopted by 11 votes to none, with 1 abstention.

Paragraph 14 as a whole, as amended in the French text, was adopted by 11 votes to none, with 1 abstention.

71. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that the words "compulsory primary education", in the English text of paragraph 15, had not been properly translated in the Russian text

and asked the Secretariat to make that text correspond exactly with the original.

Paragraph 15 was adopted by 11 votes to none, with 1 abstention, subject to the amendment of the Russian text suggested by the USSR representative.

72. The PRESIDENT put the recommendations contained in paragraph 5 of the report to the vote.

Those recommendations were adopted by 10 votes to 1, with 1 abstention.

The meeting rose at 1 p.m.



TRUSTEESHIP COUNCIL

Fourteenth Session

OFFICIAL RECORDS

Thursday, 15 July 1954,
at 2.40 p.m.

NEW YORK

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President. Mr. Miguel Rafael URQUIA (El Salvador).

Present:

The representatives of the following States members of the Trusteeship Council: Australia, Belgium, China, El Salvador, France, Haiti, India, 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; United Nations Educational, Scientific and Cultural Organization.

Examination of petitions (*continued*)

[Agenda item 5]

EIGHTY-THIRD REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.482): PETITIONS CONCERNING TOGOLAND UNDER FRENCH ADMINISTRATION

1. The PRESIDENT asked members of the Council to vote on the draft resolutions contained in the Standing Committee's eighty-third report (T/L.482).

Draft resolution I was adopted by 9 votes to none, with 2 abstentions.

Draft resolution II was adopted by 10 votes to none, with 1 abstention.

Draft resolution III was adopted by 9 votes to none, with 2 abstentions.

Draft resolution IV was adopted by 11 votes to none, with 1 abstention.

Draft resolution V was adopted by 9 votes to none, with 3 abstentions.

Draft resolution VI was adopted by 9 votes to none, with 3 abstentions.

Draft resolution VII was adopted by 9 votes to none, with 3 abstentions.

Draft resolution VIII was adopted by 8 votes to none, with 4 abstentions.

Draft resolution IX was adopted by 7 votes to none, with 5 abstentions.

Draft resolution X was adopted by 9 votes to none, with 2 abstentions.

2. The PRESIDENT put to the vote the recommendation in paragraph 3 of the Committee's report.

The recommendation was adopted by 10 votes to none, with 2 abstentions.

EIGHTY-FOURTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.491): PETITIONS CONCERNING THE CAMEROONS UNDER FRENCH ADMINISTRATION

3. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on paragraph 7 of draft resolution I in the Committee's eighty-fourth report (T/L.491).

Paragraphs 1 to 6 of draft resolution I were adopted by 11 votes to none, with 1 abstention.

Paragraph 7 was adopted by 6 votes to none, with 6 abstentions.

Paragraphs 8 and 9 were adopted by 10 votes to none, with 2 abstentions.

Draft resolution I as a whole was adopted by 11 votes to none, with 1 abstention.

Draft resolution II was adopted by 9 votes to none, with 3 abstentions.

Draft resolution III was adopted by 6 votes to none, with 6 abstentions.

Draft resolution IV was adopted by 6 votes to none, with 6 abstentions.

Draft resolution V was adopted by 11 votes to none, with 1 abstention.

4. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that he had voted against draft resolution V because the recommendation in paragraph 2 that the Administering Authority should give wide publicity to the purposes of the forestry regulations and the Decree of 10 May 1937 was wholly inconsistent with the wishes and interests of the indigenous population. Their bitter opposition to the measures taken by the Administering Authority in connexion with the conservation and classification of forest areas had been brought to the notice of the Council at its thirteenth session; its present recommendation was therefore incomprehensible.

5. The PRESIDENT put to the vote the recommendation in paragraph 3 of the Committee's report.

The recommendation was adopted by 10 votes to none, with 2 abstentions.

EIGHTY-FIFTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.492): PETITION CONCERNING TOGOLAND UNDER FRENCH ADMINISTRATION

6. The PRESIDENT put to the vote the draft resolution set forth in the Standing Committee's eighty-fifth report (T/L.492).

The draft resolution was adopted by 9 votes to none, with 3 abstentions.

7. The PRESIDENT put to the vote the recommendation in paragraph 3 of the Committee's report.

The recommendation was adopted by 9 votes to none, with 3 abstentions.

EIGHTY-SIXTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.503): PETITION CONCERNING TRUST TERRITORIES IN GENERAL

8. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that the purpose of the petition (T/PET.GENERAL/23) from the International League for the Rights of Man, Committee for Ruanda-Urundi, had been to secure for the indigenous population the right to express their views on the Administering Authority's observations before their petitions came before the Standing Committee and the Trusteeship Council. As it was, they had no opportunity of refuting allegations made against them and consequently the decisions taken were one-sided; the result would be entirely different if the petitioners' comments were also heard. In all fairness, therefore, the Council ought to meet the petitioners' wishes and modify the existing procedure. Accordingly he proposed that the text of paragraph 3 of the draft resolution submitted by the Standing Committee (T/L.503, para. 9) should be replaced by the following:

"Considers it necessary that the Secretariat advise petitioners of the observations of the Administering Authorities regarding their petitions so that petitioners may, if they so desire, make known their views on the observations of the Administering Authorities before their petitions are considered by the Standing Committee on Petitions."

9. The PRESIDENT put the amendment proposed by the Soviet Union representative to the vote.

The amendment was rejected by 6 votes to 5.

The draft resolution submitted by the Standing Committee (T/L.503, para. 9) was adopted by 7 votes to none, with 5 abstentions.

10. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that he had abstained in the vote just taken because of the opposition of the Administering Authorities to the amendment proposed by his delegation. He failed to understand the Administering Authorities' reluctance to meet so simple a request from the indigenous inhabitants of the Trust Territories, and felt that it boded ill for the future of those people.

11. The PRESIDENT put to the vote the recommendation in paragraph 2 of the Standing Committee's report.

The recommendation was adopted by 7 votes to none, with 5 abstentions.

EIGHTY-SEVENTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.510): PETITIONS CONCERNING THE TRUST TERRITORY OF THE PACIFIC ISLANDS

12. The PRESIDENT put the draft resolution annexed to the report (T/L.510) to the vote.

The resolution was adopted by 11 votes to none, with 1 abstention.

13. Mr. MASSONET (Belgium) said that the Standing Committee had been unable to come to any decision on section I of its report, which dealt with the petition of the Marshallese people (T/PET.10/28). Paragraph 20 of section II, however, contained a draft

resolution on which the Council must act in the light of its decision on section I. As sections I and II raised the same general issues, he suggested that they should be considered together.

It was so decided.

14. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that the question before the Council raised important issues of principle concerning the Administering Authority's fulfilment of its obligations towards the Territory in its trust. Under the Charter, the Administering Authorities must promote the political, economic, social and educational advancement of the indigenous inhabitants towards self-government or independence. Their conduct should be guided solely by the wishes and interests of the indigenous population. Similar obligations were laid down in the Trusteeship Agreements.

15. The Council was confronted with a case absolutely unparalleled in history. An Administering Authority, acting in its own selfish interests, had allowed the basic principles and purposes of the Trusteeship System to be violated. It had transferred and was continuing to transfer the indigenous inhabitants from their homes to other islands and, over the protest of the indigenous population, had turned the Trust Territory into a proving ground for atomic and hydrogen bombs. As a result of that policy, the sorry situation of the indigenous inhabitants had deteriorated still further. The nuclear tests had not only caused property losses, they had also injured the health of the population. Whole areas of sea, land and air had been poisoned and the Marshallese people were undergoing incredible suffering. He questioned the United States representative's assertion that the good health of those affected had been completely restored.

16. The 1953 Visiting Mission's report (T/1078) and the annual report¹ showed that over 1,000 complaints against the Administering Authority had been received asking for the return of the land taken to make room for the nuclear tests. In the petition, after describing the lethal effects — including lowering of the blood count, burns, nausea and the falling out of hair — suffered by the inhabitants of Rongelap and Utirik atolls and expressing their concern at the increasing number of people who were being removed from their land which meant so much to them, the Marshallese people requested that all the experiments with lethal weapons in the area should cease immediately. The people's wishes were therefore clear to the Council. It should satisfy their request and take steps to ensure that the Administering Authority stopped using the Trust Territory for its own ends and to the detriment of the interests of the indigenous inhabitants.

17. There were two approaches to carrying out the Trusteeship System. The first approach, namely, that the Administering Authority must be guided solely by the interests of the indigenous inhabitants, remained only an ideal expressed in the Charter. The Administering Authority for the Trust Territory of the Pacific Islands had chosen to adopt the second approach, namely, to ignore the interests of the indigenous inhabi-

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

tants and to pursue a policy based solely on its own military, strategic, political, economic and other interests. It was the Council's duty to protect the interests of the indigenous inhabitants and to satisfy their request that the nuclear tests should stop and that their land should be returned to them. His delegation had submitted a draft resolution to that effect (T/L.499).

18. Particular attention should be drawn to the fact that as a result of the nuclear tests, two islands had completely disappeared from the face of the ocean. The people of the islands had been transplanted from their homes and their health had been adversely affected. The Administering Authority must account to the United Nations for the loss of those islands, which had been handed to it in trust. It had indeed a number of things to account for and no arguments could justify the crimes which it had committed against the indigenous inhabitants of the Trust Territory. The fact that the Trust Territory was a strategic area did not discharge the Administering Authority from its obligation to administer the Territory in accordance with the principles laid down for all Trust Territories, namely, bearing in mind the paramount interests of the inhabitants. Article 83, paragraph 2, of the Charter categorically stated that the basic objectives set forth in Article 76 should be applicable to the people of each strategic area.

19. The draft resolution jointly introduced by Belgium, France and the United Kingdom (T/L.504) was intended not only to justify the Administering Authority but also to give it the right to continue to violate the interests of the indigenous inhabitants. Paragraph 7 recommended that the Administering Authority should continue to conduct further nuclear experiments in the Territory; in the face of the emphatic protests of the indigenous inhabitants, the draft resolution was shameful and his delegation would certainly vote against it.

20. His delegation regretted that it could not support the Indian draft resolution (T/L.498). The preamble was admirable and seemed to indicate that the Indian delegation had correctly understood the situation. The operative part, however, marked a retreat, and made virtually no recommendations. Furthermore, the proposal that the International Court of Justice should be asked for an advisory opinion on the legality of the Administering Authority's carrying out nuclear tests in a Trust Territory was illogical, since the preamble to the draft resolution categorically stated that the use of the Trust Territory as a proving ground for thermonuclear or other weapons of mass destruction was not compatible with the basic objectives of the trusteeship, an opinion which his delegation whole-heartedly endorsed. There was no need whatever to appeal to the International Court: given the protests of the indigenous population, it was clearly incompatible with the Trusteeship System to use the Trust Territory as a proving ground. The Charter, moreover, had been drawn up by the Members of the United Nations without the advice of the Court, and the Members of the United Nations alone were competent to interpret it.

21. In conclusion, he emphasized that the United States was guilty in the matter and should immediately make amends. It should adopt the USSR draft resolution and its failure to do so would be clear proof of its intention to continue violating the interests of the indigenous inhabitants and using the Trust Territory as a nuclear proving ground,

The meeting was suspended at 4.5 p.m. and resumed at 4.25 p.m.

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

22. Sir Alan BURNS (United Kingdom), introducing the draft resolution submitted jointly by the United Kingdom, Belgium and France (T/L.504), said that the Council's first duty was to express its sympathy for those who had suffered as a result of the nuclear tests carried out by the Administering Authority. It should also note United States assurances that the health of those affected by radio-active materials would not be permanently impaired, and that those removed from their homes would be re-established in such a way that no financial loss would be involved.

23. The petitioners had stated their case moderately. They had asked that no more experiments should be made, but had also asked, as an alternative, that if an experiment was judged absolutely necessary, all necessary precautions should be taken. That alternative had not been mentioned by the USSR representative, who had also referred to the injuries suffered by the inhabitants of the islands allegedly destroyed although those islands had in fact been completely uninhabited.

24. The Administering Authority had given an assurance that appropriate precautions would be taken, and it was therefore with complete confidence that he presented the joint draft resolution (T/L.504). It did not recommend, as the USSR representative had alleged, that the Administering Authority should carry out further experiments. It merely suggested that, as the petitioners themselves had asked, if the Administering Authority considered it necessary in the interest of world peace to conduct further experiments in the Territory, it should take all necessary precautions.

25. Mr. SEARS (United States of America) said that the USSR was making propaganda capital out of the events that had given rise to the petition. Despite its misstatement of the facts, the USSR Government would not succeed in driving a wedge between the American and the Marshallese people as was proved by a letter from the petitioners in which they expressed appreciation for the spirit in which the United States Government had received their petition, and stressed that their petition should not be interpreted as a sign of lack of confidence in the officials of the Trust Territory.

26. It was his personal belief, based on security information pertaining to the nuclear tests, that there was no chance of a recurrence of the mishap that had occurred in March.

27. Mr. SINGH (India) pointed out that the Trusteeship Council was not concerned with the moral or political wisdom of the production, testing and use of weapons of mass destruction. That was a matter for the Disarmament Commission before which the Indian Government, which was opposed to the testing or use by anyone of such weapons at any time, had laid its preliminary proposals. The Trusteeship Council was concerned only with the question whether an Administering Authority could, under the Charter and the Trusteeship Agreement, use a Trust Territory as a proving ground for atomic and hydrogen weapons.

28. Before turning to that question, he expressed his delegation's sympathy for the Marshallese, Japanese

and Americans who had suffered from the effects of the test explosion and its confidence that the United States Government would do its utmost to ensure the treatment and recovery of all who had been injured.

29. The tests carried out in the Trust Territory had, by accident, resulted in the sinking of two islands and the exposure of a number of persons to atomic radiation. The United States representative had denied that any island had been blown up but had not corrected the special representative's statement in the Council that one small island had disappeared completely, and that a man-made island had practically disappeared. It was immaterial whether what had disappeared were islands, sandspits or reefs, or whether they were habitable. What was material was that they were the property of the people of the Pacific Islands, and that they no longer existed. Even if the Council accepted the United States representative's argument that the United Nations had recognized the Pacific Islands as a strategic area in which atomic tests had already been held, and that the right to close areas for security reasons anticipated the right to close them for atomic tests, it was wrong to assume that either the United Nations or the Administering Authority had known that future tests would have the effects now established. Article 5 of the Trusteeship Agreement under which the United States claimed it was entitled to conduct the tests clearly specified what the Administering Authority could do in the Trust Territory and the list, which was exhaustive, did not include the carrying out of atomic or hydrogen bomb tests. In the light of the dangers revealed by the recent events in the Marshall Islands, there was no guarantee, despite repeated United States assurances, that similar accidents might not recur, with effects obviously in violation of article 6 of the Trusteeship Agreement. The article stated that the Administering Authority should protect the health of the inhabitants and provide protection against the loss of their land.

30. Information about the effects of the atomic and hydrogen bomb tests had not been supplied to the Council because, according to the United States representative, under article 13 of the Trusteeship Agreement, his Government was not obliged to furnish information about areas closed for security reasons. However, the harmful effects of the explosions had been felt outside the closed areas and there was every reason to believe that future tests might produce similar or greater effects. As there was no guarantee against the recurrence of such accidents, no more tests should be held in the Trust Territory. Since the United States insisted that it was entitled to carry out the tests, the question should be submitted to the International Court of Justice for an advisory opinion.

31. The Indian draft resolution (T/L.498) suggested that the General Assembly should seek that opinion although the Territory was a strategic area. However, the seeking of an advisory opinion was not the performance of a function relating to political, economic, social or educational matters delegated to the Trusteeship Council by the Security Council. The Trusteeship Council had been authorized by the General Assembly in resolution 171 (II) to request advisory opinions on "legal questions arising within the scope of its activities" and was entitled to do so in the present case, itself or through the Assembly. In view of the large number of principles involved, his delegation felt that

it would be better if the opinion were requested by the Assembly.

32. The Marshall Islanders' petition (T/PET.10/28) would be a test of whether the United States lived up to its treaty obligations, and whether the rule of law would prevail over the rule of votes in the Trusteeship Council. If the United States was fully confident of the justice of its position, it would be in its interests to seek an advisory opinion from the International Court.

33. Mr. MIDKIFF (special representative for the Trust Territory of the Pacific Islands) wished to correct the impression that there was some discrepancy between the earlier statements made by the United States representative and himself regarding the nature of the land which had disappeared as a result of the tests. Actually, their statements had been based on the same reports and were intended to convey the idea that the areas affected were uninhabited, that one was a natural barren strip of land, and the other a man-made island devoid of all vegetation. Thus, both were not habitable.

34. Mr. PIGNON (France), speaking as co-sponsor of the draft resolution (T/L.504), expressed his delegation's sympathy for the Marshall Islanders, and said that the position France had taken in the Standing Committee on Petitions on the three draft resolutions then before the Committee but now before the Council was unaltered.

35. For the benefit of the USSR representative, he explained that his delegation interpreted the recommendation in paragraph 7 of the joint draft resolution — which reproduced the exact terms of the petitioners — as delimiting the rights of the Administering Authority. It carried with it a hope, which France strongly shared, that all thermonuclear and atomic weapons would eventually be prohibited. As a consistent supporter of world disarmament, France had never suggested that any blessing should be given to tests of nuclear weapons.

36. Mr. MUNRO (New Zealand) noted that the petition from the Marshallese people had been discussed fully and frankly in the Standing Committee on Petitions and that there had been no attempt to minimize its importance. He recognized the reasonable terms in which the petition had been drafted and supported by the spokesman of the petitioners. New Zealand considered that the holding of the tests was consistent with United States obligations, under the Charter and the Trusteeship Agreement, in regard to the maintenance of international peace and security, and fully accepted the United States assurance that nothing would be left undone to safeguard the present and future well-being of the inhabitants of the Trust Territory. He would vote in favour of the joint draft resolution (T/L.504), which properly and adequately met the case made by the petitioners.

37. Mr. FORSYTH (Australia) emphasized that the petitioners realized that further nuclear tests might be necessary in the area and that they accepted that necessity, provided the Administering Authority guaranteed them protection from adverse effects and compensation for loss of property. Australia was satisfied by the Administering Authority's undertakings to satisfy the petitioners' requests on the assumption that further tests might have to be conducted. It was satisfied that the Administering Authority had not irresponsibly exposed the people of the Trust Territory to avoidable risks or permitted any loss of life or destruc-

tion of usable land. Assertions to the contrary were too absurd for serious attention. The United States had not violated the Charter or the Trusteeship Agreement. The term "strategic area" as used in those documents should be interpreted in the light of the Charter obligation to promote international peace and security.

38. Turning to the three draft resolutions before the Council, Mr. Forsyth rejected the USSR proposal (T/L.499) as an attempt to exploit the Trusteeship System for Soviet purposes. He could not vote for the Indian draft (T/L.498), first, because it raised important political questions not contained in the petition, and secondly, because it would have the practical effect of stopping further tests for some time, a decision exceeding the Council's competence, especially in the absence of convincing proof that the Trusteeship System had been contravened.

39. Australia supported the joint draft resolution (T/L.504) because it dealt adequately with the facts and with the political realities of the situation. The Council would be recording its view that the petitioners' request for safeguards and compensation must be satisfied and that the Administering Authority was taking the necessary measures. Australia had deep sympathy for those who had suffered from the effects of the tests; it admired the temperateness of the petitioners; and it appreciated the measures taken by the Administering Authority to repair the damage done.

40. Mr. S. S. LIU (China) pointed out the significant omission in the petition of reference to the legality of using the Trust Territory for nuclear tests, a tacit admission by the petitioners that they were not questioning the United States' legal rights to use the Territory for that purpose. Moreover, they had indicated their awareness of responsibility for the maintenance of international peace and security—in accordance with article 5 of the Trusteeship Agreement—by asking for safeguards if further experiments should be judged necessary for the eventual well-being of all peoples. They had further confirmed their confidence in the Administering Authority by stating that their petition should not be construed as a repudiation of the United States as governing agency for the United Nations under the Trusteeship Agreement.

41. In view of those facts, there was no need for the Council to engage in polemics on matters alien to the content of the petition. The petitioners made two requests: that an end should be put to the experiments, and that adequate safeguards should be provided in case they were to continue. By not insisting on the first, they indicated full awareness that the United States could not stop the tests so long as one major nation refused to accept international control of weapons of mass destruction. They also indicated a realization that, outside their islands, there was no proper site for such tests.

42. Consequently, China would support the joint draft resolution (T/L.504). It adequately met the petitioners' requests, and added an injunction that the inhabitants of Rongelap should be resettled and their claims for damages promptly satisfied. China fully sympathized with the victims of the recent tests and was glad there had been no loss of life and there would be no further displacement of population.

43. China would vote against the USSR and Indian draft resolutions because they went beyond the requests made in the petition.

44. He noted, in passing, that some of the speakers who had expressed sympathy for the Marshall Islanders, none of whom had been killed by the nuclear tests, had been curiously insensitive to wholesale slaughter of millions in their own and other countries.

45. Mr. SINGH (India) asked the President to rule the Chinese representative's last remark out of order.

46. The PRESIDENT asked the Chinese representative to confine his remarks to the draft resolutions before the Council.

47. Mr. S. S. LIU (China) concluded by asserting that the crocodile tears shed by certain speakers over the fate of the Marshall Islanders would not conceal the atrocities perpetrated by those same Governments.

48. Mr. TARAZI (Syria) emphasized United Nations responsibility, under the Charter, for preserving human life, and endorsed the Indian view that the Council must ensure the implementation of the Trusteeship Agreements. The basic objective of those Agreements—to ensure the well-being and advancement of indigenous peoples—was applicable to strategic areas as well as ordinary Trust Territories. The petitioners had made two requests, and the Council could not bypass the first of them, i.e., immediate cessation of experiments in the islands, and concentrate solely on the second, i.e., provision of adequate safeguards, if it was to observe the rule of law. Syria would vote in favour of the Indian draft resolution (T/L.498) because it most adequately met the desires of the petitioners. It would vote against the joint draft resolution (T/L.504).

49. Mr. TSARAPKIN (Union of Soviet Socialist Republics) noted that those who opposed his draft resolution (T/L.499) were unable to find more convincing grounds for doing so than the charge of communist propaganda. Those who so profusely expressed their sympathy with the Marshallese people refused to incorporate the petitioners' demands in a resolution; such "sympathy" was hypocritical and worthless. The terms of the seventh paragraph and the first request of petition T/PET.10/28 were quite clear. The Administering Authority had both a moral duty and a political responsibility to accede to that request, and had undertaken to put the indigenous population's interests before its own. Paragraph 7 of the joint draft resolution (T/L.504) was incompatible with the petitioners' request for the cessation of all experiments with lethal weapons within their area. No talk of strategic areas could justify action harmful to the indigenous population's interests, which must be paramount.

50. Not all citizens of the United States, however, took the view put forward in the Council by that country's and other representatives. Mr. Martin R. Haase, in petition T/PET.10/27, approached the question in a serious and responsible spirit. Nothing had been said in the Council about that petition, the answer to which was awaited not only by the petitioner but by hundreds of millions throughout the world, and first among them the indigenous population of the Trust Territory.

51. The three parts of the operative paragraph of the Soviet Union draft resolution corresponded precisely to the requests of the Marshallese petitioners, and nothing in that draft resolution was inconsistent with those requests. He asked the Council to adopt it so that the right reply might be sent to the petitioners.

52. Mr. DORSINVILLE (Haiti) expressed his conviction that the joint draft resolution, which would have his support, was in accordance with the facts as the Council had learned them. He sincerely sympathized with the Marshallese people and wished, as every member of the Council must wish, that it had been possible to cease all experiments with thermonuclear weapons. However, the Administering Authority had declared that it was doing and would do everything possible to satisfy the petitioners' alternative request if further experiments were judged absolutely necessary for the eventual well-being of all the people of the world.

53. Mr. SERRANO GARCIA (El Salvador) confirmed the Haitian representative's view that, however desirable, the abandonment of tests of thermonuclear weapons was not practicable today. He would support the joint draft resolution which, particularly in paragraph 7, faithfully reflected the purposes of the Marshallese petition.

54. Mr. SINGH (India) requested that each operative paragraph of his draft resolution should be voted on separately.

55. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked for a separate vote on the first three paragraphs, the fourth, and the first part of the fifth paragraph of the preamble of the Indian draft resolution, up to and including the words "basic objectives of trusteeship".

56. Mr. SEARS (United States of America) pointed out that the expressions "lethal effects" in the second and "the total disappearance of two islands" in the third paragraph of the preamble of that draft resolution were misleading. The effects of the tests had not been fatal, and two "islands" had not disappeared.

The first three paragraphs of the preamble of the Indian draft resolution (T/L.498) were rejected by 7 votes to 3, with 2 abstentions.

The fourth paragraph of the preamble was rejected by 3 votes to 2, with 7 abstentions.

The first part of the fifth paragraph of the preamble was rejected by 7 votes to 3, with 2 abstentions.

The remaining part of the fifth paragraph of the preamble was rejected by 7 votes to 2, with 3 abstentions.

Operative paragraph 1 was rejected by 7 votes to 2, with 3 abstentions.

Operative paragraph 2 was rejected by 7 votes to 2, with 3 abstentions.

Operative paragraph 3 was adopted unanimously.

Operative paragraph 4 was adopted by 11 votes to none, with 1 abstention.

Operative paragraph 5 was adopted by 5 votes to none, with 7 abstentions.

57. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that the essential purpose of the Indian draft resolution had been to refer the question to the International Court of Justice for an advisory opinion and, pending the issue of that opinion, to recommend the suspension of tests of atomic or hydrogen weapons in the Trust Territory. The relevant operative paragraphs had been rejected.

58. Mr. SEARS (United States of America) said that operative paragraph 5 contained a slight implication that the Administering Authority was not taking all steps to relieve the suffering of, and to rehabilitate, all those affected. That action was in fact being taken.

The Indian draft resolution (T/L.498) as a whole was rejected by 7 votes to 3, with 2 abstentions.

59. Mr. FORSYTH (Australia) explained that he had voted against the Indian draft resolution for the reason stated by the United States representative.

60. Mr. PIGNON (France) and Sir Alan BURNS (United Kingdom) said that they had voted against the Indian draft resolution to avoid putting the Council in a ridiculous situation.

The USSR draft resolution (T/L.499) was rejected by 9 votes to 1, with 2 abstentions.

The joint draft resolution (T/L.504) was adopted by 9 votes to 3.

The draft resolution in document T/L.510, section II, paragraph 20, was adopted by 9 votes to 3.

The recommendation of the Standing Committee on Petitions, in document T/L.510, paragraph 3, was adopted by 9 votes to 1, with 2 abstentions.

61. Mr. SINGH (India) said that, if further information about the former inhabitants of Bikini and Rongelap was not provided in the Administering Authority's future reports, he would be able to obtain such information by question and answer in the Council.

EIGHTY-EIGHTH REPORT OF THE STANDING COMMITTEE ON PETITIONS (T/L.511)

The recommendations in paragraphs 2, 3, 4, 5 and 6 were approved by 10 votes to none, with 2 abstentions.

The meeting rose at 6.10 p.m.



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President: Mr. Miguel Rafael URQUIA (El Salvador).

Present:

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

The representative of the following State non-member of the Trusteeship Council: Italy.

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

Examination of conditions in the Trust Territory of Somaliland under Italian administration (*concluded*)

[Agenda items 4 (a) and 5]

At the invitation of the President, Mr. de Holte Castello (Colombia), member of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, took a place at the Council table.

ADOPTION OF THE REPORT ON THE TERRITORY

1. The PRESIDENT invited the Council to proceed to a vote on its report on conditions in the Trust Territory of Somaliland under Italian administration. The

observations of individual members on Somaliland (T/L.495), as on all other Trust Territories, would be included in the Council's report to the General Assembly.

2. Mr. TARAZI (Syria) announced that his Government, basing its action on General Assembly resolutions and Trusteeship Council recommendations, had offered to provide three teachers for Somaliland schools. It hoped that the Administering Authority would accept that offer.

3. Mr. GUIDOTTI (Representative of Italy as Administering Authority for Somaliland) expressed his Government's appreciation of the Syrian Government's offer, and the hope that it would be accepted by the Italian Administration in the Trust Territory, to which it had been communicated.

4. Mr. SINGH (India) commended the Syrian Government for its generosity.

5. The PRESIDENT put to the vote the whole of the report on conditions in the Trust Territory, comprising documents T/L.471 and Add.1, T/L.495 and T/L.497, as well as the conclusions and recommendations contained in document T/L.483 as amended at the 549th meeting.

The report as a whole was adopted by 11 votes to none, with 1 abstention.

Examination of conditions in the Trust Territory of Western Samoa (*concluded*)

[Agenda item 4 (b)]

ADOPTION OF THE REPORT ON THE TERRITORY

6. The PRESIDENT put to the vote the whole of the report on conditions in Western Samoa, comprising documents T/L.476 and Add.1, the conclusions and recommendations contained in document T/L.493, as amended at the 560th meeting, and the observations of individual members of the Council (T/L.513).

The report as a whole was adopted by 10 votes to none, with 2 abstentions.

Examination of conditions in the Trust Territory of New Guinea (*concluded*)

[Agenda items 4 (c), 5 and 7]

ADOPTION OF THE REPORT ON THE TERRITORY

7. The PRESIDENT put to the vote the whole of the report on conditions in New Guinea, comprising documents T/L.473 and Add.1 and Add.1/Corr.1, the conclusions and recommendations contained in document T/L.496, as amended at the 559th meeting, the observations and conclusions contained in paragraphs 2 to 6 of the report of the Standing Committee on Administrative Unions (T/L.485 and Corr.1), and the observations of individual members of the Council (T/L.514).

The report as a whole was adopted by 8 votes to none, with 4 abstentions.

Examination of conditions in the Trust Territory of Nauru (concluded)

[Agenda item 4 (d)]

ADOPTION OF THE REPORT ON THE TERRITORY

8. Mr. LOOMES (Australia), correcting an inadvertent error in the opening statement made by the special representative for the Trust Territory of Nauru (535th meeting), said that a 44-hour working week was in force in the Territory.

9. The PRESIDENT put to the vote the whole of the report on the Trust Territory, comprising documents T/L.472 and Add.1, the recommendations and conclusions contained in document T/L.494, as amended at the 560th meeting, and the observations of individual members of the Council (T/L.515).

The report as a whole was adopted by 8 votes to none, with 4 abstentions.

Examination of conditions in the Trust Territory of the Pacific Islands: annual report of the Administering Authority (T/1118, T/1122) (concluded)

[Agenda item 4 (e)]

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

REPORT OF THE DRAFTING COMMITTEE ON THE TRUST TERRITORY OF THE PACIFIC ISLANDS (T/L.518)

10. Mr. ASHA (Syria), speaking as Chairman of the Drafting Committee, presented the Committee's report (T/L.518), and emphasized that it had been completed in two days, under great pressure. The Committee appreciated the assistance given to it by the High Commissioner of the Trust Territory and by the Secretariat.

11. The PRESIDENT asked members of the Council to consider the recommendations and conclusions in paragraphs 6 to 25 of the report.

12. Mr. TSARAPKIN (Union of Soviet Socialist Republics), recalling the petition from the Marshall Islanders (T/PET.10/28) regarding the use of the Trust Territory for atomic and hydrogen bomb tests, said that the report had not dealt adequately with that important problem. He therefore suggested the addition of a paragraph under the heading "General", to read as follows:

"The Council, noting with deep concern that hydrogen and atom bomb tests in the Trust Territory of the Pacific Islands have caused irreparable harm to the health of part of the indigenous population and have resulted in serious property damage, arousing protest on the part of the Territory's indigenous population, as well as the fact that the above-mentioned tests have resulted in the destruction of part of the Trust Territory, considers that to carry out hydrogen and atom bomb tests in the Trust Territory is incompatible with the purposes and principles of the International Trusteeship System as set forth in Chapter XII of the Charter of the United Nations, and is equally incompatible with the conditions of trusteeship and the obligations of the Government of the United States of America as the Administering Authority stipulated in the Trustee-

ship Agreement for this Territory, and in this connexion, recommends that the Government of the United States of America, as the Administering Authority, should desist from testing hydrogen and atom bombs in the Trust Territory."

13. Mr. ASHA (Syria) pointed out that it had been the sense of the Drafting Committee that action on the petition referred to by the USSR representative should be left to the Standing Committee on Petitions and to the Council itself. Accordingly, Syria had not pressed the point in the Committee. It would, however, give full consideration to the USSR proposal.

14. Mr. SEARS (United States of America) said that the additional paragraph suggested by the USSR representative was no more than a repetition of the USSR draft resolution (T/L.499), which had been defeated in the Council at the previous meeting. He was prepared to vote on the paragraph forthwith.

15. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that, while some of the ideas in the Soviet draft resolution were reflected in the proposed amendment, the additional paragraph suggested was not a draft resolution, but merely an amendment to the text of the Drafting Committee's report.

16. The PRESIDENT called for a vote on the first sentence of paragraph 6, under the heading "General" the USSR representative having requested a separate vote on that sentence.

The first sentence of paragraph 6 was adopted by 10 votes to 1, with 1 abstention.

The second sentence of the paragraph was adopted by 10 votes to none, with 2 abstentions.

Paragraph 6 as a whole was adopted by 10 votes to 1, with 1 abstention.

Paragraph 7 was adopted by 10 votes to none, with 2 abstentions.

The USSR amendment was rejected by 9 votes to 1, with 2 abstentions.

Paragraph 8 was adopted by 9 votes to none, with 3 abstentions.

Paragraph 9 was adopted by 9 votes to none, with 3 abstentions.

17. Mr. TSARAPKIN (Union of Soviet Socialist Republics) objected to the qualifying phrases in paragraph 10, and suggested that the paragraph should be amended to read as follows:

"The Council recommends to the Administering Authority to carry out measures for the introduction of the indigenous inhabitants into the administrative, legislative and judicial organs of the Territory and into the administrative apparatus, appointing indigenous inhabitants to responsible posts in the administration in place of officials of the Administering Authority."

The amendment was rejected by 6 votes to 3, with 3 abstentions.

18. Mr. QUIROS (El Salvador) had abstained in the vote because he felt that the paragraph drafted by the Drafting Committee contained exactly the same idea as that expressed by the USSR representative, except that it added the phrase "for which they are qualified". As it was reasonable to fill posts only with qualified persons, that phrase was necessary.

19. Mr. DORSINVILLE (Haiti) associated his delegation with that view.

Paragraph 10 was adopted by 10 votes to none, with 2 abstentions.

20. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that paragraph 11 was most unsatisfactory. The argument that the geographical characteristics of the Territory impeded the development of social consciousness could not be taken seriously. It was merely an attempt to justify the Administration's complete inactivity in that field. The Council's hopes and recommendations concerning the establishment of a central legislature were far too vague and superficial. His delegation would therefore be unable to vote for paragraph 11.

21. Mr. SINGH (India) objected to the first sentence in the paragraph. When the petitions from the Pacific Islands had been discussed, every representative who had been to the Territory had hastened to point out that the indigenous inhabitants were conscious of world affairs and capable of speaking for themselves. The picture changed when it was a question of giving them self-government; then it was alleged that they were impeding development.

22. Mr. ASHA (Syria) supported by Mr. QUIROS (El Salvador), proposed that the first sentence of paragraph 11 should be deleted.

23. Mr. PERRY (New Zealand) explained that the Drafting Committee had wished to convey an idea of the difficulties arising from the fact that the Territory covered a vast area and that there was no common language. The first sentence was essential to the meaning of paragraph 11 as a whole. The Council had consistently accepted the fact that owing to geographic, ethnic and other difficulties, it had not proved possible, after a short period of trusteeship, to bring the people of the Marshall Islands, the Palaus, and the other areas together in a common legislature. A reference to "the peculiar difficulties arising from the geographical and ethnical characteristics of the Territory" had been included in a recommendation made in the Council's previous report to the Security Council (S/3066). The sense of paragraph 11 had been fully understood in the Drafting Committee, and he was surprised at the opposition that had developed.

24. Mr. SINGH (India) thought that the difficulties to which the New Zealand representative had referred were minor difficulties for a great country like the United States.

25. His delegation could not subscribe to the theory that the ethnic characteristics of any people stood in the way of political consciousness. He supported the proposal to delete the first sentence. Indeed, were that sentence retained, he would be obliged to vote against the paragraph as a whole.

26. Mr. TSARAPKIN (Union of Soviet Socialist Republics) stressed that the idea expressed in the first sentence was a reactionary one. The Council should not allow such a sentence to appear in one of its recommendations. He supported the proposal for its deletion.

27. Mr. DORSINVILLE (Haiti) strongly protested against the implication that the ethnic characteristics of a people could impede the development of political consciousness. He would support the deletion of the first sentence.

28. Mr. HURE (France), speaking as a member of the Drafting Committee, said that if the sentence in

question had had the meaning just attributed to it, his delegation would never have voted in favour of it.

29. Mr. SEARS (United States of America) fully agreed. He would not be in favour of the sentence if it meant what the Haitian representative said it did.

The Syrian proposal to delete the first sentence of paragraph 11 was adopted by 6 votes to 3, with 3 abstentions.

Paragraph 11 as amended, was adopted by 10 votes to 1, with 1 abstention.

30. Mr. TSARAPKIN (Union of Soviet Socialist Republics) expressed his delegation's dissatisfaction with paragraph 12. The first sentence amounted to a recommendation that the Administering Authority should preserve the customs and culture of the Territory, although it was well known that they were an obstacle to political, economic, social and educational advancement. The Council should recommend the building up of a democratic social system. Paragraph 12 failed to do so. Furthermore, in the second sentence, the phrase "expresses the hope that the inhabitants will co-operate with the Administering Authority in the development of local institutions" contained an implied reproach of local indigenous inhabitants. In fact, the development of representative and democratic institutions depended entirely on the Administering Authority.

31. Mr. ASHA (Syria), speaking as Chairman of the Drafting Committee, pointed out that the first sentence merely took note of the statement by the Administering Authority; that did not imply endorsement or approval. With regard to the second sentence, the Committee had had no intention whatsoever of reproaching the indigenous inhabitants with non-co-operation. It had merely wished to indicate that the Administration and the indigenous inhabitants should work together to develop local institutions on a more representative and democratic basis.

32. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked for a separate vote on the first sentence of the paragraph. He could not agree that the formula "the Council takes note of" did not imply approval; without reservations or qualifying phrases, approval was implicit. Nor could he agree that there was no reproach to the indigenous inhabitants in the second sentence. A call for co-operation clearly implied the absence of co-operation so far. In actual fact, however, the Administration was to blame for the fact that democratic and representative institutions had not been established. He therefore proposed that the first part of the second sentence should be amended to read:

"The Council recommends to the Administering Authority that it take steps to give to the local institutions a representative and democratic basis in a way which would simplify . . ."

33. Sir Alan BURNS (United Kingdom) said that the Soviet Union representative apparently wished the Administering Authority discourteously to brush aside the customs and culture of the Territory. He repudiated that suggestion and would vote for paragraph 12 as it stood.

34. Mr. PERRY (New Zealand), Mr. LOOMES (Australia) and Mr. HURE (France) said that they would vote against the Soviet Union amendment, which clearly implied that the Administering Authority was not taking steps to give the people of the Territory

representative and democratic institutions.

35. Mr. QUIROS (El Salvador) supported the Soviet Union amendment but proposed that the word "more" should be added before the words "representative and democratic". The local institutions were not entirely unrepresentative and undemocratic.

36. Mr. ASHA (Syria) supported the Soviet Union amendment.

The first sentence of paragraph 12 was adopted by 10 votes to 1, with 1 abstention.

The Salvadorian amendment to the USSR amendment to the second sentence of paragraph 12 was adopted by 5 votes to 4, with 3 abstentions.

The USSR amendment to the second sentence of paragraph 12, as amended, was rejected by 6 votes to 5, with 1 abstention.

The second sentence of paragraph 12 was adopted by 8 votes to none, with 4 abstentions.

Paragraph 12 as a whole was adopted by 10 votes to 1.

37. Mr. TSARAPKIN (Union of Soviet Socialist Republics), referring to paragraph 13, objected to the unnecessary delay in enacting organic legislation. By 1960, the United States would have been administering the Trust Territory for fifteen years. It was inconceivable that it should take so long to prepare organic legislation, particularly in view of the Administering Authority's previous experience in such matters.

Paragraph 13 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 14 was adopted by 11 votes to none, with 1 abstention.

Paragraph 15 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 16 was adopted by 11 votes to none, with 1 abstention.

Paragraph 17 was adopted by 11 votes to none, with 1 abstention.

38. Mr. TSARAPKIN (Union of Soviet Socialist Republics) said that the two factors of the rapidly increasing population and the limited land available for agricultural purposes mentioned in paragraph 16 were very important. In paragraph 18 the Council should state explicitly that the land which had been alienated from the indigenous inhabitants under previous administrations should be returned and that there should be no further alienation. He proposed an amendment to that effect.

39. Mr. ROBBINS (United States of America) emphasized that, under United States administration, there was no such thing as the alienation of land in the Trust Territory.

40. Mr. TSARAPKIN (Union of Soviet Socialist Republics) pointed out that according to the annual report,¹ 63 per cent of the land in the Trust Territory was not at the disposal of the indigenous inhabitants. Furthermore, the indigenous inhabitants had been moved from Bikini atoll, and in document T/PET.10/28 the Marshallese people expressed their concern at the increasing number of people who were being removed

from their land. Nevertheless, if the United States representative objected to the word "alienation", the amendment might be reworded to read: "and to take measures to return to the indigenous inhabitants land taken from them and prevent the future deprivation of the land of the indigenous inhabitants".

41. Mr. SINGH (India) noted that document T/L.478 stated that in 1951 out of a total of 687 square miles of land the indigenous inhabitants had held an area estimated at 250 square miles; public domain, including land used by the Administration, had covered 434 square miles. His delegation agreed that as much land as possible should be held by the indigenous inhabitants and would support a recommendation to that effect.

The USSR amendment was rejected by 6 votes to 3, with 3 abstentions.

Paragraph 18 was adopted by 9 votes to none, with 2 abstentions.

42. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on the two sentences in paragraph 19.

The first sentence of paragraph 19 was adopted by 10 votes to none, with 2 abstentions.

The second sentence was adopted by 10 votes to none, with 1 abstention.

Paragraph 19 as a whole was adopted by 11 votes to 1, with 1 abstention.

43. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on the two sentences in paragraph 20.

The first sentence of paragraph 20 was adopted by 10 votes to 1, with 1 abstention.

The second sentence was adopted by 10 votes to none, with 2 abstentions.

Paragraph 20 as a whole was adopted by 10 votes to none, with 2 abstentions.

Paragraph 21 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 22 was adopted by 10 votes to none, with 2 abstentions.

Paragraph 23 was adopted by 10 votes to none, with 2 abstentions.

44. Mr. TSARAPKIN (Union of Soviet Socialist Republics) requested a separate vote on the first sentence of paragraph 24.

The first sentence of paragraph 24 was adopted by 10 votes to 1, with 1 abstention.

The remainder of the paragraph was adopted by 11 votes to none, with 1 abstention.

Paragraph 24 as a whole was adopted by 10 votes to none, with 2 abstentions.

Paragraph 25 was adopted by 10 votes to none, with 1 abstention.

The recommendation concerning working papers T/L.478 and Add.1 contained in paragraph 5 of the report (T/L.518) was adopted by 10 votes to 1, with 1 abstention.

ADOPTION OF THE REPORT ON THE TERRITORY

45. The PRESIDENT put to the vote the observations of individual members of the Council concerning the Trust Territory of the Pacific Islands (T/L.519), which would be included in the appropriate sections of the report.

¹ See *Report on the Administration of the Trust Territory of the Pacific Islands for the Period July 1, 1952, to June 30, 1953, transmitted by the United States to the United Nations pursuant to Article 88 of the Charter of the United Nations*, Department of the Interior and Department of the Navy, Washington, D.C.

Document T/L.519 was adopted by 10 votes to none, with 1 abstention.

46. Mr. SCHEYVEN (Belgium) explained that he had not participated in the vote because no French text of the document had been available.

47. The PRESIDENT asked the Council to vote on the whole of the report on conditions in the Trust Territory of the Pacific Islands, comprising documents T/L.478 and Add.1, the recommendations and conclusions contained in document T/L.518, as just amended by the Council, and the observations of individual members of the Council (T/L.519).

The report as a whole was adopted by 9 votes to none, with 2 abstentions.

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

The meeting was suspended at 4.30 p.m. and resumed at 5 p.m.

Adoption of the report of the Trusteeship Council to the Security Council (T/L.517)

[Agenda item 17]

48. At the request of Mr. TSARAPKIN (Union of Soviet Socialist Republics), Mr. SINGH (India) and Mr. PIGNON (France), Mr. WIESCHHOFF (Secretary of the Council) undertook to amend the second sentence of paragraph 7 of the draft report (T/L.517) by inserting after "One of these was from" the words "the Marshallese people. The petitioners complained that".

The draft report (T/L.517), as amended, was adopted by 9 votes to 2, with 1 abstention.

General Assembly resolution 750 (VIII): The Togoland unification problem (concluded)

[Agenda item 10]

49. The PRESIDENT put to the vote the draft special report of the Council to the General Assembly (T/L.516) with the date "5 May 1954" in paragraph 12 changed to "18 June 1954", in accordance with the suggestion to that effect made by the United Kingdom representative.

The report, as thus amended, was adopted by 11 votes to none, with 1 abstention.

Adoption of the report of the Trusteeship Council to the General Assembly (T/L.502 and Add.1)

[Agenda item 18]

50. Mr. TSARAPKIN (Union of Soviet Socialist Republics) asked for the insertion in part I, chapter V, section 1, of the draft report (T/L.502) of a paragraph summarizing the contents of the five draft resolutions (T/L.453, T/L.460, T/L.461, T/L.508, T/L.509) concerning administrative unions submitted by the USSR delegation during the present and the previous sessions. The paragraph should be drafted along the same lines as the summary of the Syrian draft resolution (T/L.458) in chapter V, section 4.

51. Mr. WIESCHHOFF (Secretary of the Council) undertook to insert the paragraph requested.

52. Mr. SINGH (India) proposed that the last paragraph of part I, chapter V, section 9, of the draft report

(T/L.502/Add.1) should be amended: the words "in its report to the tenth session of the General Assembly" should be replaced by "in its subsequent reports to the General Assembly".

It was so decided.

The draft report (T/L.502 and Add.1), as amended, was adopted by 9 votes to none, with 1 abstention.

53. Mr. DE HOLTE CASTELLO (Colombia), speaking as a member of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, recalled that, three years previously, the Council had decided against including the report of the Advisory Council as an annex to its report to the General Assembly. In submitting document T/1116, the Advisory Council had fulfilled its obligation to submit its annual report but, as explained in part I, section D of that document, it had felt unable to comply with paragraph 4 of General Assembly resolution 755 (VIII).

54. He agreed with the interpretation of that paragraph by the Italian representative at the 536th meeting, and hoped Italy would soon be admitted to membership in the United Nations and hence enabled to discharge more effectively its duties towards Somaliland.

Appointment of the members of the Standing Committee on Petitions

55. The PRESIDENT proposed that until the end of the Council's fifteenth session the Standing Committee on Petitions should be composed of the representatives of Belgium, France, India, Syria, the Union of Soviet Socialist Republics and the United States of America.

It was so decided.

Place of meeting of future sessions of the Trusteeship Council

56. Mr. PIGNON (France) proposed that at least one of the Council's annual sessions should be held at Geneva.

57. Mr. ASHA (Syria), supporting the French proposal, said that to hold a Council session in Europe, not necessarily at Geneva, once a year or every two years would serve the useful purpose of informing the people of Europe about the Council's work.

58. Mr. DE HOLTE CASTELLO (Colombia) expressed agreement with the Syrian representative.

59. Mr. ROBBINS (United States of America) said that if the French proposal was put to the vote immediately, he would be obliged to oppose it.

60. At the request of Mr. SINGH (India), Mr. PIGNON (France) agreed that a decision on the matter should be postponed until the Council's fifteenth session, to give Governments time to consider it.

Closing of the session

61. Mr. SINGH (India) complimented the President on the skill with which he had conducted the session and thanked the Secretariat and the specialized agencies for their efficient co-operation, which had enabled the Council to complete its work within the time-limit set.

62. The PRESIDENT regretted the rapidity with which the work of the session had had to be concluded and emphasized the need to make translations of documents available to delegations in sufficient time to permit their study before they were discussed and voted on in

the Council. He hoped that the necessity for dealing with lengthy amendments in oral form on account of the need to save time would not recur.

63. In closing the fourteenth session of the Trusteeship Council, he thanked the representatives of the spe-

cialized agencies and of the Advisory Council for Somaliland, and the four special representatives who had attended the session, and paid a tribute to the efficient co-operation of the Secretariat.

The meeting rose at 5.50 p.m.