



TRUSTEESHIP COUNCIL

Twenty-fourth Session

OFFICIAL RECORDS

Friday, 3 July 1959,
at 10.30 a.m.

NEW YORK

CONTENTS

	<u>Page</u>
Examination of conditions in the Trust Territory of Ruanda-Urundi (continued):	
(i) Annual report of the Administering Authority for the year 1957;	
(ii) Petitions and communications raising general questions	
General debate (concluded)	231
Appointment of the Drafting Committee	233
Examination of conditions in the Trust Territory of the Pacific Islands (continued):	
(i) Annual report of the Administering Authority for the year ended 30 June 1958;	
(ii) Petitions raising general questions;	
(iii) Report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959	
General debate (continued)	233

President: Mr. Max H. DORSINVILLE (Haiti).

Present:

The representatives of the following States: Australia, Belgium, Burma, China, France, Haiti, India, Italy, New Zealand, Paraguay, Union of Soviet Socialist Republics, United Arab Republic, 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 Ruanda-Urundi (continued):

- (i) Annual report of the Administering Authority for the year 1957 (T/1406, T/1442, T/1452, T/1461, T/L.909);
- (ii) Petitions and communications raising general questions (T/COM.3/L.23 to 25, T/PET.GEN/L.2, T/PET.GEN/L.3, T/PET.3/L.9)

[Agenda items 3 (a) and 4]

At the invitation of the President, Mr. Reisdorff, special representative of the Administering Authority for the Trust Territory of Ruanda-Urundi, took a place at the Council table.

GENERAL DEBATE

1. Mr. CLAEYS BOUUAERT (Belgium) thanked those delegations which, in the course of the very complete examination just made by the Council of conditions in Ruanda-Urundi, had paid a tribute to the comprehensiveness of the work done by Belgium in that Terri-

tory. In the current year the Council had very naturally devoted its main attention to the forthcoming political reforms which had been announced. All the measures taken by Belgium, however, adhered consistently to the line of conduct which it had set for itself from the outset and which had subsequently been approved by the Charter of the United Nations, and by the Trusteeship Agreement, namely the promotion of the progressive development of the peoples of Ruanda-Urundi toward self-government or independence.

2. As noted by the United Nations Visiting Mission to Trust Territories in East Africa, 1957, there had been an increase in the rate of adaptation of the traditional society of Ruanda-Urundi to modern democratic ideas and forms, and the Territory had reached the stage where consideration could be given to far-reaching reforms, which would enable it to pass from a regime with many feudal characteristics to one with more democratic institutions. In order that the Territory might be provided with institutions which would genuinely satisfy the aspirations of its inhabitants, a committee of inquiry composed of eminent Belgians, had gone to the Territory and had conducted a broad investigation from 22 April to 6 May 1959. The Belgian Government would inform the Belgian Parliament of the results of the investigations shortly. The contemplated reform of the Territory's institutions testified to Belgium's desire to bring the inhabitants to the point where they would be capable of governing themselves in peace and prosperity, and of freely deciding their own destiny. Efforts would be made in the same spirit to disseminate the principles of public law, to define rules of honest and efficient administration, and to create a sense of responsibility—all indispensable requirements for the establishment of a sound democratic regime.

3. He would leave it to the special representative to reply to these observations and comments which, in his delegation's opinion showed inadequate information or an erroneous interpretation of the facts. He wished, however, to revert to certain remarks made with regard to the European Economic Community and its relations with the Trust Territory. The measures agreed on with regard to the associated overseas territories by the members of the Community had once again aroused suspicions devoid of any justification or objective reality so that he was obliged to repeat what he had already explained to the Council. In the first place, there was no fiscal union between Ruanda-Urundi and any other State or group of States: such a union did not exist even with the neighbouring territory of the Belgian Congo, although the Administering Authority was entitled under the Trusteeship Agreement, to form a fiscal and budgetary union between it and Ruanda-Urundi. In the second place, Ruanda-Urundi was not a member of the European Economic Community and was not subject to any of the obligations imposed by the Treaty setting up the Community. The only effect of the Treaty on the Territory would be that its exports would benefit by the gradual lowering

of import duties on the metropolitan market of the States Members and that in financing its economic and social expenditure it could draw on a fund formed by the contributions of the Members. In the third place, the currents of import trade would remain unaffected by the provisions of the Treaty because Ruanda-Urundi observed an open-door customs policy, and all goods, whatever their origin, entered on an equal footing. The Territory was entirely free to impose customs duties on any products or goods; it was debarred under the Convention of St. Germain-en-Laye,^{1/} from setting up preferential tariffs based on origin. In the fourth place, exports would continue, as in the past, to be directed quite freely towards those markets which offered the best prices. The only factor influencing the movement of exports would be the interests of the producers in Ruanda-Urundi. Lastly, the local authorities and the bodies representing the population of Ruanda-Urundi were consulted and would continue to be consulted on all matters concerning the use in the Territory of the facilities set up by the Treaty of Rome, in other words on the utilization of the Development Fund (for the overseas countries and territories), as that was the only conceivable matter to which the terms of that Treaty were applicable.

4. In conclusion, referring to the Indian representative's statement on the spiritual needs of mankind, he stressed that the most valuable contribution which Belgium sought to make to the welfare of the people of Ruanda-Urundi was freedom, independence, and a growing self-reliance based on a greater knowledge and an increased sense of responsibility. The Administering Authority would continue its efforts as long as might be necessary in order to provide a solid foundation for the institutions which would enable the inhabitants of the Territory to govern themselves in peace and in freedom.

5. Mr. REISDORFF (Special Representative) noted that the debate had dealt with practically all the important questions concerning the Territory of Ruanda-Urundi. However, the fact that the Belgian delegation had been unable to inform the Council about the structural reforms which would soon be introduced into the Territory had brought to a stop the discussions concerning political progress. The Council could rest assured, however, that the reforms at present under consideration were based solely on the interests of the Territory and would mark a new step towards the attainment of the purposes of trusteeship. The developments of the last few years were the best indication of the lines on which the Administering Authority intended to direct its future policy. The relaxation of administrative ties between Ruanda-Urundi and the Belgian Congo and the closer relationship established between the Territory and the Department at Brussels were the outcome of a desire to concentrate the Department's attention on the special needs of the Territory and to promote quicker liaison and a more satisfactory organization of services.

6. In their final statements several members of the Council had stressed the need to fix a time-table for the attainment of self-government or independence by

^{1/} Convention on the Revision of the General Act of Berlin of February 26, 1885 and of the General Act and the Declaration of Brussels of July 2, 1890. Signed at St. Germain-en-Laye, September 10, 1919.

Ruanda-Urundi. The representative of Belgium had, however, pointed out from the outset that the fixing of arbitrary dates would oblige the Administering Authority either to carry out a premature reform or to fail in its obligations. The Administering Authority felt that it would be better to continue, as in the past, to inform the Council, on the occasion of the annual examination of conditions in the Territory, of the precise dates of entry into force of the reforms it proposed to introduce.

7. He felt obliged to stress once more the separatist tendencies of Ruanda and Urundi, which some delegations seemed unwilling to admit. Both in Ruanda and in Urundi, national sentiment was crystallizing around the High Councils and was developing in the direction of separatism rather than of integration. The Administering Authority which was aware of the dangers of such a division, was making every effort to convince the Banyaruanda and the Barundi of the extent of their common interest and for that purpose was setting up central institutions and organizations to promote the development of a middle class and to guide the younger generation towards common studies. It was bound, however, to take into account the current aspirations of the people. Nothing would be gained, for example, by imposing a common flag and national anthem on the two countries, as such a step would not answer any real aspiration. Similarly, the idea of establishing a single political status for all nationals of Ruanda-Urundi was hindered more by the particularist tendencies of Ruanda and Urundi than by social differences which the Administering Authority was gradually eliminating.

8. Votes for women had been dealt with in several recommendations. In principle, the Administration was entirely in favour of universal suffrage for men and women, but in the present state of society in Ruanda-Urundi it was unlikely that electoral rights would be extended to women, judging by local reactions. However, in that connexion it would be necessary to await the conclusions of the Committee of Inquiry and the decision which would be taken by the Belgian Government.

9. The political institutions of Ruanda-Urundi, the successive changes which had reflected the political and social development of the Territory and marked the important dates in its orderly institutional history, could hardly be called "rudimentary". Political, social and economic advancement were, of course, inseparable, being different aspects of progress towards real freedom. The Administering Authority appreciated that fact and instituted reforms in each of those fields as soon as the community was able to absorb them.

10. Several delegations had regretted the absence of a plan for the Africanization of the central administrative services. Some figures might be mentioned in that connexion. The central Administration at present consisted of 1,940 officials, of whom 1,141 were Africans. Of the latter, 213 performed duties previously reserved for Europeans. Those figures showed clearly that the Administration's goal was to give the indigenous inhabitants access to all posts for which they had the necessary ability and qualifications. That rule was applied to recruitment as well as to promotion. Its practical effect was that no post which an African could fill was reserved for a European. There again, the Administration was careful to avoid imposing a policy which might restrict the choice of a career

by the Banyaruanda and the Barundi. It encouraged the training of qualified Africans in every branch of activity useful to the Territory but, at the same time, it intended to respect the freedom of every African to choose his own career.

11. That principle of personal freedom was also applied to trade. Some delegations had criticized the Administering Authority's position on the ground that freedom of action as a basic principle operated to the advantage of Europeans in a country where Europeans and Africans had unequal resources. That approach seemed to be based on a misconception. In point of fact, it was the European companies which, with their capital and technical experts, had built up the Territory's foreign trade and industry out of nothing and the Africans had subsequently benefited from the institutions thus established. There was no discrimination against the indigenous inhabitants. On the contrary, their activity was protected where that was deemed advisable. Generally speaking, however, the Administration did not feel that it should encourage the development of commercial monopolies reserved for Africans by means of a system of artificial protection. That would be a disservice to people who, sooner or later, would have to face competition from abroad. It was only by assimilating the practices of free trade that the indigenous inhabitants would gain the necessary experience to assume posts of increasing responsibility in the economic organization of their country. The Africans already held leading positions in local trade. Between 1957 and 1958 the number of plots of land occupied by non-Africans for commercial purposes had fallen from 1,833 to 1,813, whereas those occupied by Africans for the same purposes had increased from 1,483 to 1,597.

12. Activities in which the indigenous inhabitants showed interest and ability were supported by the Administration through such institutions as the special fund for the grants of credit to Africans, savings funds, banks, and by promoting the co-operative movement. The representative of India in particular had expressed concern at the closing of some mines, particularly tin mines, which had been worked satisfactorily in the past. Those mines had been closed because they could no longer be worked satisfactorily or profitably. That situation was due to unfavourable prices on the world market and though it had adverse economic and financial consequences for Ruanda-Urundi, it was not confined to the Territory and had led to action by the Economic and Social Council and the Interim Coordinating Committee for International Commodity Arrangements (ICCICA).

13. With regard to social affairs, some criticism had been expressed of the restrictions still imposed on freedom of movement in Ruanda-Urundi. In reality, the indigenous inhabitants were free to travel at will throughout the Territory and even to leave it after complying with the frontier formalities. They were free, inter alia, to visit the extra-tribal areas, although they could not remain there for more than thirty days unless they obtained employment or a special permit in the form of a transfer passport issued at the place of residence. All inhabitants of Ruanda-Urundi, including non-indigenous persons, had to comply with certain administrative formalities if they wished to be absent for any length of time. It should be noted that measures such as the restrictions on residence in extra-tribal areas and the curfew at

Usumbura had been retained at the request of the indigenous councils.

14. The Council had discussed education and public health very fully. He wished, however, to clarify a point relating to primary education: the number of primary classes in the Trust Territory in 1958 had been 6,033. Lastly, he thanked the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO) for their valuable observations (T/1442 and T/1461) which the Administering Authority would not fail to take into consideration.

Mr. Reisdorff, special representative of the Administering Authority for the Trust Territory of Ruanda-Urundi, withdrew.

APPOINTMENT OF THE DRAFTING COMMITTEE

15. The PRESIDENT declared the general debate on conditions in Ruanda-Urundi closed. He proposed that the following States should be appointed to the Drafting Committee on Ruanda-Urundi: France, Haiti, the Union of Soviet Socialist Republics and the United States of America.

It was so decided.

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

- (i) Annual report of the Administering Authority for the year ended 30 June 1958 (T/1453, T/1470, T/L.912);
- (ii) Petition raising general questions (T/PET.GEN/L.3, T/PET.10/L.3);
- (iii) Report of the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959 (T/1447)

[Agenda items 3 (e), 4 and 6]

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

GENERAL DEBATE (continued)

16. Mr. EDMONDS (New Zealand) emphasized the unique character of a territory situated in a strategic area of the world, with a population of 71,000 living in seventy small islands scattered over an ocean area of 3 million square miles. It would be a long time before the inhabitants of the Territory, who did not have a common language, culture or tradition, became a nation and it was still by no means clear precisely how the objectives of trusteeship might be achieved. It was, however, clear that, in the circumstances, the Territory was making rapid progress.

17. To what extent could the growing population be supported at an adequate standard of living from the Territory's own meagre resources? That was the question which would one day confront the Administering Authority, the Micronesians and the Trusteeship Council. Population projections and a definite estimate of the Territory's resources would be of the utmost importance in that connexion. However, while the long-term possibilities of the Territory should be studied, the present policy of carrying out specific projects

which would be of immediate benefit to the Territory should be continued. The Administering Authority's policy in that respect had proved itself in practice, as shown by the increase of more than 50 per cent in the Territory's national income.

18. The Administering Authority's subsidies were evidence of its generosity. However, the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands, 1959, had suggested in its report (T/1447) that they should be increased. It was natural that opinions should differ on that point. The New Zealand delegation, while considering that, in the next few years, the Territory would need more rather than less financial and technical assistance, especially in the field of economic development, thought that the Administering Authority was right in seeking to instil in the Micronesians a sense of self-respect and self-reliance. It would be dangerous to subsidize the people in such a way as to give them a standard of living out of proportion to the Territory's resources. The New Zealand delegation had confidence in the Administering Authority, which was certainly in a position to determine the optimum rate of economic growth for the Territory.

19. The Administering Authority was to be congratulated on the work being done to introduce new export crops. It was to be hoped that it would find a market for possible banana exports. The implementation of the fisheries project was also commendable and he was confident that every possibility of expanding secondary industries such as handicrafts or the manufacture of ready-made clothes, as recommended by the Visiting Mission, would be fully investigated by the Administering Authority. The New Zealand delegation had been glad to hear that one credit society had been established and that the Administering Authority intended to encourage the establishment of others.

20. The Territorial Administration and the United States Government should be commended for the unselfish and efficient action they had taken at the time of the typhoons which had devastated the Territory. The action taken by the Administering Authority could not fail to strengthen the friendly relations which, as the Visiting Mission had reported, already existed between Micronesians and Americans. The same spirit had inspired the Administering Authority in its treatment of those Micronesians who had been displaced as a result of nuclear experiments. It was to be hoped that medical and scientific examinations might become less frequent and that the people of Rongelap would be able to resolve their psychological problems and adjust themselves to normal life.

21. Where political matters were concerned, the substantial progress made at the municipal and district level was most reassuring. The Council should congratulate the Administering Authority on that accomplishment. It was to be hoped that the Saipan and Yap Districts would soon agree to set up district congresses. The adoption of a unicameral system by the Ponape District Congress and the reconstituted Marshall Islands Congress was evidence of the growing adaptation of island customs to the new political institutions introduced by the Administering Authority.

22. Some progress had been made in standardizing the highly complex regulations governing elections. The standardization of those regulations and of taxation legislation should assist the development of the sense

of unity which was universally regarded as desirable. The work of the Inter-District Advisory Committee to the High Commissioner was of great importance in that connexion. The New Zealand delegation had noted with approval that the question of moving the territorial headquarters from Guam to a site in the Territory itself would be discussed with the Committee in October. It doubted, however, whether the headquarters should be moved at the risk of the efficient administration of the Territory. The New Zealand delegation had welcomed the statement that the Inter-District Advisory Committee would probably become the future territorial legislature. It also welcomed the information that a simple book on the Territory was being prepared, as the United Nations Visiting Mission to Trust Territories in the Pacific, 1956 had recommended (T/1255, para. 291), and that an organic act for the Territory might be submitted to the United States Congress in 1960.

23. The New Zealand delegation had heard with interest the special representative's statement that there was every possibility of Rota, Saipan and Tinian being under one administration in the new future. It sympathized with the 1959 Visiting Mission's view that all districts of the Territory should, as far as practicable, share common services and common administrative arrangements. Only the Administering Authority could determine what was practicable, but attention should be given to the suggestions made by the Visiting Mission concerning the Copra Stabilization Fund and the Micronesian Title and Pay Plan. The practicability of appointing the Chief Justice of the Territory as Chief Justice in Saipan might also be investigated.

24. The progress made in the replacement of United States public servants by Micronesians was most satisfactory. The New Zealand delegation had been glad to learn that there was a training programme which would result in the eventual employment of Micronesians on a permanent basis at the Territory's headquarters. The existence of a Micronesian public service would do much to assist in the creation of a Micronesian nation and a Micronesian State.

25. With regard to social conditions, the book that was being prepared on the traditional systems of land tenure would be of considerable interest. The appointment of Micronesian medical practitioners to the posts of district directors of health indicated the Administering Authority's confidence in those officers. Supervision by non-indigenous doctors would continue until fully qualified Micronesian doctors were available in the Territory, but the necessary steps had been taken to provide training for the latter. It was to be hoped that every consideration would be given to replacing the medical field-trip ship and increasing the number of such ships. Efforts to combat tuberculosis were meeting with substantial success. With regard to dysentery and the control of flies, his Government would welcome any inquiries concerning the possibilities of obtaining fly-catching and dung-eating beetles from Western Samoa.

26. There were many problems associated with education, because the population was small, spoke nine different languages and was spread over a very wide area. The efforts being made were proving successful in spite of all difficulties, as the members of the Council had appreciated in listening to Mr. Henry at

the 994th meeting. It was encouraging to hear that the Pacific Islands Central School now occupied new and well-equipped quarters on Ponape. Apparently, the Administering Authority fully shared the Visiting Mission's views on the importance of that school and on the need to enlarge it. The Administering Authority should be commended for and encouraged in its policy of improving facilities for agricultural and vocational education; the same applied to its decision to grant a greater number of four-year scholarships. The Administering Authority should make unremitting efforts to secure a uniform system of education despite the difficulties involved. Educational progress in the Territory meant increasing expenditure, which would probably have to be borne largely by the Administering Authority.

27. In conclusion, he expressed his delegation's confidence in the work being accomplished by the United States as the Administering Authority of the Trust Territory.

28. Mr. CLAEYS BOUUAERT (Belgium) said that the theoretical scheme for the Trust Territories, which had been adopted at the San Francisco Conference, must be adjusted to the facts. It would be an illusion to think of Micronesia as a separate entity capable of evolving, without outside assistance, a political system which would unite its component parts or of developing, on the strength of its own resources, an economy which would enable its inhabitants to obtain a higher standard of living. There was nothing in that situation that should make the Micronesians feel either alarmed or humiliated, since interdependence and the pooling of resources were becoming a commonplace in the world.

29. Where political advancement was concerned, democratic institutions were constantly developing. The granting of charters to twenty municipalities was a remarkable achievement. The Administering Authority was properly concentrating its efforts on developing local political institutions. It was to be hoped that it would institute programmes of community development to complete the training it was giving the people of the Territory in the functioning of democratic institutions.

30. The Administration's economic programme was sound and reasonable. The effectiveness of the relief measures taken by the authorities and the energy shown by the Marshall Islanders following the devastation of several islands by typhoons had been impressive. Although he did not question the judgement of the Administering Authority, he thought that it might be desirable to make larger funds available for the development of the Territory, which had so far made comparatively slow progress. That was apparently desired by some of the inhabitants.

31. The Administration had many accomplishments to its credit, and on that point he referred to the report of the Visiting Mission, in which most of his observations were recorded. He hoped that the question of improving the road system would be given the attention it deserved. He noted that the sound and well-planned fisheries programme had made a promising start and that it provided for transferring the fisheries operation to Micronesian management at a later stage.

The meeting rose at 11.55 a.m.