



TRUSTEESHIP COUNCIL
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 OFFICIAL RECORDS

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President: U TIN MAUNG (Burma).

Present:

The representatives of the following States: Australia, Belgium, Bolivia, Burma, China, France, India, 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; Food and Agriculture Organization of the United Nations; World Health Organization.

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

- (i) *Annual report of the Administering Authority for the year ended 30 June 1960 (T/1574, T/L.1014);*
- (ii) *Report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1961 (T/1560)*

[Agenda items 4 (f) and 6]

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

GENERAL DEBATE (continued)

1. Mr. OBEREMKO (Union of Soviet Socialist Republics) said that the Trusteeship Council's main task in relation to the Trust Territory of the Pacific Islands was to ensure the immediate and unconditional implementation of General Assembly resolution 1514 (XV), which clearly applied to all the Trust Territories and whose operative paragraph 5 called for immediate steps to be taken with a view to the transfer of all powers to the peoples of all the Territories which had not yet attained independence.

2. Although it was a well-known fact—which had been vividly brought home to the Council at its twenty-sixth session by petitioners representing the indigenous inhabitants of the Trust Territory—that the

people of the Pacific Islands had long been clamouring for rapid political and economic development leading to freedom and independence, there was no indication in either the report of the United Nations Visiting Mission to the Trust Territory of the Pacific Islands, 1961 (T/1560) or in the Administering Authority's documents and statements that any steps had been taken with a view to the application of General Assembly resolution 1514 (XV) in the Trust Territory of the Pacific Islands. On the contrary, there was much evidence to show that the Administering Authority's policy had remained unchanged. Its representatives in the Council had not only failed to name a deadline for the Territory's accession to independence, but had also done their best to avoid mentioning complete independence as the goal of United States policy in the Trust Territory. They had confined themselves to vague statements that at some indeterminate date in the future, when certain necessary conditions were present, the people of the Territory would be entitled to self-determination.

3. In the meantime the representatives of the United States Administration in the Territory itself had begun an active political campaign in favour of the transformation of the Trust Territory into the fifty-first State of the United States or of its union with the United States colony of Guam or, again, of its acquiring a status similar to that of American Samoa. In the course of that campaign it was being impressed upon the people that the Trust Territory could not survive as an independent country because it needed continual economic and financial assistance from the United States. All the Administering Authority's efforts were directed towards the annexation of the Trust Territory under the guise of "self-determination" or the "expression of the will of the people". Various separatist tendencies were being encouraged to that end. The so-called plebiscite in Saipan had for instance been touched off by statements made by local United States administrators in the island. In that connexion, the address delivered by the Naval Administrator of Saipan on 29 September 1960 (T/1560, annex III) and the fact that the move for integration of the Northern Marianas with Guam had originated in Guam itself (T/1560, para. 62) deserved attention.

4. The Administering Authority regarded the Pacific Islands merely as a strategic base and did not concern itself with their political, economic and cultural development. All power still remained in the hands of the United States Administration; there were no central legislative or executive organs in which the indigenous inhabitants were represented; and the Trust Territory's economic difficulties were evidence of the Administering Authority's utter indifference to the needs and interests of the people.

5. The Visiting Mission had quite rightly made highly critical comments on the subject of the Territory's economy. Agriculture was little developed and even such branches of industry as had been created under

the Japanese régime had not been rebuilt after the war and developed—a fact which, as the Visiting Mission had pointed out, caused considerable dissatisfaction among the people. The Territory continued to import large quantities of foodstuffs, although it could produce enough for its own needs. Thus, it imported canned fish from Japan, which conducted fishing operations in the seas near the Pacific Islands. Only such buildings, roads and other equipment as were needed by the Administration for administrative or military purposes were financed and maintained.

6. The Administering Authority did not furnish the necessary technical assistance to the indigenous inhabitants and did not provide the financing of which the Territory stood in need either as a grant or by tapping additional sources of revenue. The Visiting Mission had, in particular, pointed out that United States citizens resident in the Trust Territory did not pay income tax or any excise duty on spirits which were imported into the Territory for their exclusive consumption. No economic development plans had been drawn up, and the Visiting Mission had reached the conclusion that the Administering Authority's policy with regard to economic development ought to be changed.

7. In the fields of health and education, too, the Visiting Mission had noted a number of important shortcomings. The local authorities—which had to bear the cost of public health and education—did not possess sufficient means for the proper maintenance of dispensaries and school buildings or for paying a decent salary to teachers. The quality of teaching in many of the outlying islands was so poor that the Visiting Mission had even suggested that certain schools should be shut for a time so that the teachers could be given training. Furthermore, the Administering Authority's endeavours did not go beyond the provision of six grades of primary education. As a result, most children had no access to secondary or higher education, and, in any case, as the Visiting Mission had pointed out, there were no higher education establishments in the Territory and secondary education facilities were restricted.

8. The question of land alienation had led to numerous complaints over many years. It could be seen from the Administering Authority's annual report^{1/} and from the replies given by the special representative that about 55 per cent of the total land area was under the Administration's control. The Visiting Mission reported that it had received a number of complaints concerning the non-payment of compensation for private land alienated for military purposes. The Administering Authority had failed to implement Council resolution 2063 (XXVI) concerning compensation for the use of land belonging to the people of Kwajalein. The Council was in duty bound to take energetic steps to induce the Administering Authority to put an end to the policy of land alienation and to compel it to return alienated land or, at least, pay a fair rental by way of compensation.

9. The Trusteeship Council should also consider the condition of the people of certain islands who had

^{1/} Thirteenth Annual Report to the United Nations on the Administration of the Trust Territory of the Pacific Islands, July 1, 1959 to June 30, 1960; Transmitted by the United States of America to the United Nations Pursuant to Article 88 of the Charter of the United Nations, Department of State Publication 7183 (Washington, D. C., U. S. Government Printing Office, 1961). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1574).

suffered from radio-active fall-out. The statements by representatives of the Administering Authority that the people had suffered no physical damage and that the problem was merely psychological were directly contradicted by data in the Visiting Mission's report and in the special report by a medical group which had examined the inhabitants of Rongelap. The complaints made to the Visiting Mission dealt not only with the continued ill health of the people but also with the poisoning of crops and fish. The medical group's report spoke of changes in the composition of the people's blood, of the slowing down of the rate of growth of children, of the possibility of leukemia and of premature aging and genetic effects. Paragraph 202 of the Visiting Mission's report (T/1560) was also of special importance in that connexion.

10. What was required in the circumstances was, first, that the victims should be given all material and medical aid and, secondly, that steps should be taken to prevent a repetition of such disasters. The USSR delegation held the view that the testing of nuclear weapons in the Trust Territory was contrary to the United Nations Charter and to the Trusteeship Agreement, as well as to the interests of the indigenous inhabitants, and could not be tolerated. The Council should demand definite assurances from the Administering Authority that no nuclear or thermo-nuclear weapons would be tested in the Trust Territory at any time in the future.

11. The Council should also call upon the Administering Authority to take immediate steps to ensure the implementation of General Assembly resolution 1514 (XV) in the Territory. The absence of any specific recommendation to that effect was, in his view, a major shortcoming of the Visiting Mission's report. The Council should call upon the Administering Authority to work out a plan of immediate action with a view to the handing over of all powers to representative organs of the indigenous inhabitants, and to set an early date for the Territory's independence.

12. No deadlines for accession to independence had been set in the case of only three Trust Territories. The USSR delegation proposed that special United Nations missions should be sent to the Pacific Islands, New Guinea and Nauru in 1961 or at the beginning of 1962 in order to supervise plebiscites with a view to determining exact time limits for the accession of those Territories to independence.

13. Mr. CASTON (United Kingdom) said that although he hoped that the Council would commend the Visiting Mission's report to the Administering Authority, he was not altogether in agreement with the suggestion made by the Indian representative (1152nd meeting) that no drafting committee should be set up, but that the Council should simply draw the report to the Administering Authority's attention. Such a procedure would be wrong in principle because the Council itself should be responsible for its conclusions and recommendations. The Visiting Mission's report, however important, was only one of the documents considered by the Council. Furthermore, the Council's report should carry an indication of the views expressed by the members in the course of the debate. The members of the Visiting Mission had represented the United Nations and not their respective Governments and consequently, their views as embodied in the report differed in character from those expressed in the Council itself. He therefore hoped that a drafting committee would be established in the normal way.

14. He had been very glad to hear from the representatives of the Administering Authority that some of the Mission's recommendations had already been acted upon although only four months had elapsed since the Mission's visit to the Trust Territory. For instance, it had been decided to give Saipan full representation in the Inter-District Advisory Committee, to work out legislation in connexion with the Rongelap claim, to appoint political and economic development officers and a marketing specialist to the staff of the High Commissioner, to put senior Micronesian civil servants on an annual salary basis, and to set up a task force to assess war damage claims.

15. With regard to political development, the Trust Territory was remarkable for the degree of political energy and interest shown by its inhabitants, particularly if one remembered that the Micronesians had been given no part at all to play in political life before the United States Administration had been established in 1946. That interest stemmed from the natural aptitude of the Micronesian people themselves, from the vigorous encouragement given by the United States Administration to the development of the concepts and institutions of self-government and to the political freedom which that Administration had brought to the Territory. The Micronesians could criticize any actions of the Administration with complete immunity. Consequently a free society already existed in the Trust Territory, despite the fact that ultimate political power still rested with the United States.

16. He was convinced that the Administering Authority pursued the right policy in building up political institutions from the municipal and district level. The local congresses were elected bodies with wide powers, which were to be further extended. The intention had always been to establish representative national institutions as soon as some feeling of national unity developed in the Territory. There were already signs that that time was approaching, and the Visiting Mission, in paragraph 50 of its report, had recommended that the Administering Authority should give urgent consideration to the transformation of the Inter-District Advisory Committee into an elected Territorial council with both legislative and fiscal functions. Although he agreed with the views expressed by Mr. Nakayama at the 1147th meeting that the pace of political advancement should be geared to the wishes of the people themselves, he felt that the Administering Authority should keep slightly ahead of the people's demands, anticipating them at each stage. The Administration had already followed that policy in establishing the sub-committees of the Inter-District Advisory Committee, and he hoped that it would continue to move in that direction.

17. The ultimate political future of the Trust Territory was a question which already troubled many Micronesian leaders. Although they firmly wanted to govern themselves, they did not want to be again left vulnerable to changing external pressures and domination. They also believed, and he hoped rightly, that the United Nations would not stand in their way if they ultimately chose some kind of permanent association with the United States. While most of the Territory's people were in no hurry about their choice, the people of Saipan had apparently come to an early conclusion about their ultimate political destiny. The Visiting Mission had explained to them that it was

premature for the inhabitants of any single District to take a decision regarding their future, but the fact remained that they had, in a most impressive manner, demonstrated their desire to be part of the United States.

18. A point which sometimes became obscured in the discussion was that there was nothing to prevent the Administering Authority from seeking an amendment of the Trusteeship Agreement to provide for the separate achievement of self-government by the people of a given District of the Territory. It was unlikely that the United Nations would agree to such a request, but even more important was the fact that the Administering Authority had stated that it had no intention of taking any such initiative, which his delegation regarded as a wise decision. Saipan was part of a Trust Territory administered in an international context, and that fact must be borne in mind by the people, as it was by the Administering Authority. Micronesia was already sufficiently fragmented by the circumstances of history and geography. Indeed, if some way could be found of developing a political association between Guam and the Trust Territory, that could only serve the people's interests. In the meantime, he hoped that the United States would give very particular attention to the Visiting Mission's recommendation about giving to the Territory's people "the practical advantages which the people of Guam now enjoy as a result of their being United States citizens" (T/1560, para. 69).

19. The most pressing need for initiative from the Administration in the immediate future arose in the field of economic development. While the Administration should not depart from its policy of encouraging independent activity in the Territory, the people clearly had a right to look to it for guidance and assistance. His delegation had been glad to hear that the Administering Authority accepted the need for an economic development plan, but if such a plan was to be effectively implemented it must be able to count upon the necessary funds, and particularly funds for long-term development. Some form of permanent outside assistance would probably be necessary, but that was not incompatible with full self-government, as the recent history of many countries had shown. Nevertheless, it was important that the Territory should have as much control over its own revenues as possible, and it was for that reason that the Visiting Mission had suggested such measures as an income tax levied on all residents of the Territory and not only on Micronesians.

20. With respect to the land question, which was an extremely important issue in the Territory, the USSR representative had quite erroneously stated that the Administering Authority had taken more than half of the Territory's land for its own use and had suggested that the land should be immediately restored to the indigenous people. According to paragraph 175 of the Visiting Mission's report, however, the Mission generally agreed with the Administration's views on the land question and recommended that effect should be given to them with the utmost speed. The Mission's report showed that any difference between the Mission and the Administering Authority was entirely on the question of timing.

21. One of the main economic difficulties would always be that of finding markets for Micronesian products, for the Territory had to bear enormous

transportation costs. The Administering Authority might find it useful, for planning purposes, to discount the transportation element in the cost of the Territory's products by directly supporting the transportation system. The unique nature of the Territory's economic problems required radical economic measures which took into account all the political circumstances as well as the plain economic facts.

22. A further obstacle to economic development was the present shortage of labour. The recent population increase was so far reflected in a high proportion of inhabitants under working age. Nevertheless, in a few years' time the employable population would be very much larger, and plans must be drawn up both to make use of that great expansion and to enlarge the educational facilities. In a Territory such as the Pacific Islands, the achievement of universal primary education and almost universal literacy was remarkable, and the Administration was to be congratulated on it. But it was one of the peculiar features of education that it created an appetite for knowledge. Facilities for secondary education, specially of a vocational and technical type, should be extended in order to equip the new generation of Micronesians to engage in the kinds of economic activity that would result in higher levels of living.

23. The misfortunes of the people of Rongelap had attracted the sympathetic attention of the Trusteeship Council over the past years. The situation of those approximately 200 persons presented a real challenge to the Administration, one which it had tried in many ways to meet, but so far without complete success. The Administration regretted what had taken place at the time of the nuclear tests as much as any member of the Council, but the inescapable fact was that the community had suffered a severe psychological shock. Where the physical effects of radiation were concerned, he was glad to accept the assurance that no such effects were observed at present, but he thought that surveys should continue to be made in the future. The task of the Territory's government was to rehabilitate the community, to restore in Rongelap the same kind of enthusiasm for education and economic activity as was found elsewhere in Micronesia. That was extremely difficult, and the results achieved so far were not encouraging. It was incumbent on the Council to take a serious interest in the future of the Rongelap people and certainly never to use them for some irrelevant political purpose. As the Visiting Mission had said in paragraph 202 of its report, it would help to remove their anxieties if an assurance could be given that there would never be nuclear tests again; indeed it would help to remove the anxieties of everyone in the world. But all who had followed the Geneva negotiations on that issue knew fully well who bore the present responsibility for the failure to give such an assurance. It was not the United States or the United Kingdom.

24. It was manifestly unjust that of all the peoples of the Pacific, only those of the Trust Territory should not have received compensation for war damages. He was happy to note that the Administering Authority agreed that claims resulting from such damages must be satisfied. While it was not for the Trusteeship Council to say who should ultimately pay the compensation, he wished to endorse the conclusion of the Mission that the compensation should be dispersed to the maximum benefit of the people as a whole, even if that meant that some individuals might not be fully

satisfied. The policy in that matter, as in others, should be one which encouraged Micronesians to think in terms of the common good.

25. The Visiting Mission had noted the excellent relations which existed in the Territory between the United States officials and the people. That was true both on a political and a personal level, and it was a matter for which the Administration deserved high commendation. He believed the Administering Authority would agree that the time had come for more vigorous economic development programmes and for more initiatives to help the Micronesian people to achieve the level of living to which they aspired. When that was done, he was confident that those people would feel ready to decide their own political future and that the United States would be prepared to offer them the same opportunities it had so successfully provided for the other previously non-self-governing peoples of the Pacific for which it had borne responsibility.

26. Mr. OBEREMKO (Union of Soviet Socialist Republics) wished to reply to several of the points made by the United Kingdom representative.

27. Although the cessation of atomic weapons testing was not a matter that the Trusteeship Council was competent to discuss, the United Kingdom representative had seized the opportunity to disclaim for his country and the United States any responsibility for the failure so far to reach an agreement. But it was well known that the Soviet Union had from the very outset unremittingly advocated the cessation of testing everywhere and under all conditions. A simple reading of the pertinent documents made that clear beyond a doubt. If the blame was to be placed anywhere, it must be placed on the Western Powers, and not on the Soviet Union. In the present instance, the Visiting Mission had expressed the hope that no future tests would be carried out in the area, but the United Kingdom representative had chosen instead to comment on the Geneva negotiations.

28. On other points, too, the United Kingdom representative, instead of endorsing the report which he had earlier approved as a member of the Visiting Mission, had felt obliged to reinterpret the conclusions and recommendations which the Mission had set forth.

29. On the question of alienation of land, the United Kingdom representative had disputed the USSR delegation's statement that some 55 per cent of the Territory's land was under the control of the Administration; but that fact had been confirmed by the Administering Authority itself.

30. On political matters, the United Kingdom representative had noted that until 1946 the indigenous population had played no part in political life. But many things had changed since 1946. Until 1946 India had also been excluded from world political life, but within a year it had become a great new Power. The United Kingdom representative had further, and most surprisingly, referred to the Trust Territory as a "free society". Nothing of the sort was stated in the Visiting Mission's report, and he failed to see how a dependent territory could be a "free society" before gaining its freedom and independence.

31. Even more than the United States representatives, the United Kingdom representative had seemed to advocate the idea of a fifty-first State of the United States. He had even gone so far as to declare on behalf of the United Nations that it would not stand in the way

of a decision by the Trust Territory to form a permanent association with the United States.

32. The statement of the United Kingdom representative had been, to his mind, an over-zealous effort on the part of an obdurate defender of colonial policy.

33. Mr. HOOD (Australia) remarked that the USSR representative appeared not only to have missed but to have distorted the point when he had made particular mention of the consequences of the nuclear test carried out in part of the Territory of the Pacific Islands seven years ago, and the United States responsibility therefor. The Australian delegation had given very careful study to the report submitted by the United States authorities on that matter^{2/}, a report which had been presented to the Council at the special request of the USSR representative. He personally had never come across a more candid report. It stated clearly that an unpredicted shift in winds had caused a deposition of significant amounts of fall-out on four inhabited Marshall Islands, and it gave the results of medical examinations of the people concerned. It was a completely honest exposure of the consequences of the fall-out, made without any political "arrière-pensée". The United States Government had submitted that report in the exercise of its responsibilities towards the Trust Territory; the USSR representative had been unfair in attempting to present that incident as part of the United States policy towards the Territory.

34. The PRESIDENT said that the closing statement of the Administering Authority would be made at a forthcoming meeting.

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

Examination of conditions in the Trust Territory of Nauru; annual report of the Administering Authority for the year ended 30 June 1960 (T/1562, T/1571, T/L.1012)

[Agenda item 4 (e)]

OPENING STATEMENTS

35. Mr. HOOD (Australia) introduced the report of the Administering Authority on the administration of the Territory of Nauru for the year ended 30 June 1960.^{3/} The account which the special representative would give to the Council would illustrate the unique character of the obligation which the Australian Government, acting on behalf of the three Administering Authorities (Australia, New Zealand and the United Kingdom) had accepted in respect of the Territory, and the extent to which it had been able to discharge that obligation. The special representative was accompanied by Mr. Gadabu, an adviser from the Territory, who was a magistrate and a member of the Nauruan Local Government Council.

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

^{2/} Medical Survey of Rongelap People Five and Six Years after Exposure to Fallout (With an Addendum on Vegetation). (Upton, N. Y., Brookhaven National Laboratory, September 1960). Transmitted by a note of the Secretary-General (A/AG.82/G/L.566).

^{3/} Commonwealth of Australia, Report to the General Assembly of the United Nations on the Administration of the Territory of Nauru from 1st July, 1959, to 30th June, 1960 (Canberra, A. J. Arthur, Commonwealth Government Printer). Transmitted to members of the Trusteeship Council by a note of the Secretary-General (T/1562).

36. Mr. McCARTHY (Special Representative) said that his opening statement would be divided into two parts. The first would relate to certain important circumstances of the island and the people and matters of particular importance which had developed during the period under review, the most vital of those being the question of the future home of the Nauruans. The second part would bring up to date the Council's knowledge of developments on the island during the period between that covered by the annual report and the present time. That part would be circulated in writing.^{4/}

37. Proceeding with the first part of his statement, he said that there were several underlying factors which must condition all considerations relating to Nauru, the primary factor being the island's remoteness. It was a tiny island with a small population. The indigenous people were attractive in appearance and gentle, kindly and generous in their disposition. Basically, they were probably Polynesian, mixed with Europeans and peoples from other parts of the Pacific. Their original contacts with the outside world, from 1840 onwards, had not been very happy and they had suffered considerably during the two world wars. The British Phosphate Commissioners had been established at the end of the First World War and an Australian administration had been set up, on behalf of the joint Administering Authority, initially under the Mandates System of the League of Nations and later under the United Nations Trusteeship System. The general situation was reflected in the growth of the population; it had numbered only 1,250 in 1910 and, after some fluctuation, was now nearly double that figure, namely, 2,456. Owing to historical and geographical circumstances, the Nauruans had lived in isolation and had developed a homogeneous culture. They were a very closely-knit social group, with a strongly developed sense of responsibility and affection for one another. They had lived entirely on the island's agricultural produce until the phosphate deposits had been developed, when they had become accustomed to a higher level of living. Unfortunately, the phosphate deposits were not inexhaustible, so that the future of the islanders was a matter of grave concern.

38. At the twenty-sixth session of the Council (1052nd meeting), the Australian Government had reported that discussions had been started between Australia, the United Kingdom and New Zealand regarding a future home for the Nauruans. A new home would, however, have to provide for an expanding population which was no longer accustomed to a simple rural economy; access to some sort of metropolitan centre at least seemed necessary. Furthermore, if another island was chosen, it would have to be uninhabited or so sparsely inhabited that the removal of its inhabitants in circumstances satisfactory to them would present no difficulties. In view of the complexity of the problem, the Australian investigators had gradually come to the conclusion that the idea of an island home should be set aside, at least for the present. That was in harmony with the thinking of the Council, which in chapter VII, paragraph 6 of its report (A/4404), had recommended that the proposals to be worked out for the consideration of the Nauruan people should include the possibility of resettlement in one or more of the three metropolitan countries. Although that might be the easiest way out, Australia had not wished to sacrifice

^{4/} Subsequently circulated as document T/1578.

a solution of advantage to the Nauruans to one of expediency. The United Kingdom and New Zealand Governments had taken a similar attitude. The three Governments concerned had arrived at a common understanding, which they had embodied in an official statement.

39. The main points of that statement were as follows. Not only because of the depletion of the phosphate deposits, but also because of the rapidly increasing population, Nauru was becoming unable to support its people at their present levels of living. The three Governments recognized that any solution should be based on the freely expressed wishes of the people and they declared their willingness to facilitate the resettlement within their metropolitan territories of those Nauruans who wished to take part in the life and opportunities of those larger communities. The three Governments envisaged that any process of resettlement would be undertaken in gradual stages and they were willing to plan jointly, in association with the Nauruans, measures which would assist those who chose that life to face their changed circumstances with confidence.

40. The statement further indicated that those proposals had been discussed with representatives of the Nauruan people at a meeting which had taken place in Canberra between the Minister of State for Territories and a delegation from Nauru, between 6 and 12 October 1960. The outcome of those talks had been summarized in a letter from the Minister to the Head Chief, dated 12 October 1960, to which a statement giving particulars of the offer had been attached. In December 1960, an Australian Government official had visited Nauru for two weeks and had held meetings and discussions with the people.

41. The main points of the letter from the Minister of State for Territories to the Head Chief were as follows. The Minister thanked the Nauruan delegation for coming to Canberra and expressed his appreciation of the frank and friendly way in which the talks had been conducted. Referring to the proposals for the resettlement of the Nauruan people put forward by him on behalf of the three Governments, the Minister had stressed that the main point of difference was that the Nauruans had felt that their future home should be in a place where they could maintain their own separate identity, while the Administering Authority could see no way of making an arrangement of that kind without sacrificing the high levels of living of the Nauruan people and without denying them the opportunity for future advancement. The Minister added that the Australian Government's search for another island to which the Nauruans could be transferred had been fruitless, but that it was willing to examine any places that they might suggest. Another suggestion that had been made was that the Nauruan people might be transferred to an area on the Australian mainland set aside solely for them. The major obstacle to such a proposal was that the separate Nauruan community would not be large enough to form a self-supporting economy that would offer the people adequate opportunities for advancement. Furthermore, it would be unusual for a community to be allowed to settle within the borders of another community, and history showed that such situations usually led to difficulties. The three Governments had reached the conclusion that the most practicable and promising solution was to admit the Nauruan people to permanent residence in Australia, New Zealand or the United Kingdom, where

the Nauruans would live as the other residents of those countries and would have exactly the same opportunities. To assist the Nauruan delegation in explaining the proposal to the Nauruan people, the Minister offered to send a departmental officer to Nauru and attached a statement to his letter setting out the terms on which the Australian Government was prepared to admit the Nauruan people to permanent residence in Australia.

42. The three Governments had proposed that, if they agreed, the Nauruan people would be gradually transferred, over a period of some thirty years, most of them to Australia, as Australian citizens. There would be no restrictions on where they might live in Australia; social contacts and associations would be freely open to them and children born in Australia, New Zealand or the United Kingdom would be citizens of that country from birth. Assistance in making the transfer would be provided in two ways: young people would be given education in New Zealand or Australia to the fullest extent of their capabilities and an allowance of £600 per annum for five years, after which they would be assisted to find suitable employment and, if they wished to marry, would be provided with the deposit payment on the purchase of a house; adults whose social circumstances and abilities permitted them to undertake employment in Australia, New Zealand or the United Kingdom and for whom suitable employment could be found would be given passage to any of the three countries, a house, maintenance for a six-week period, and further training or the tools necessary for self-employment, and they would become immediately eligible for all social welfare benefits. A special staff would be provided to arrange for employment and housing and to give advice and guidance if necessary.

43. Whatever course they followed, the Nauruan people would have to face the fact that the island would not remain the permanent home of most of them, nor was it likely that any other home could be found which would enable them to preserve their national identity. In the light of the hard facts of geography and economics, the Administering Authority felt that its proposals offered the Nauruan people their best prospects: those people would have the opportunity to maintain and improve their levels of living, which would decline if any other solution was adopted. There were obviously much wider opportunities for their children in a metropolitan country; and, while they would lose their national identity as Nauruans, they would be free to retain their racial identity and preserve their traditions and their pride of race, if they chose to do so, by marrying only among themselves.

44. In December 1960, in accordance with the promise made by the Minister of State for Territories, he had been sent to Nauru to discuss the proposals with the Nauruan people and assist them fully to assess them in all their aspects. During that visit, which had lasted about two weeks, he had personally met with every section of the population of the island and believed that he had been heard by every Nauruan. That visit was illustrative of the strenuous efforts made by the Australian Government to ensure that the problem and the proposals were considered by every Nauruan as fully as possible. On his departure from the island, the Nauruan Local Government Council had informed him that the Nauruan people were not yet ready to accept the proposals, as they still hoped that a place

might be found in which they could continue to live as a community.

45. He assured the Trusteeship Council that the process of consultations and discussion with the Nauruans would continue and that any suggestions they might make would receive the Administering Authority's most earnest consideration. He emphasized that the proposals were of a substantial and fair nature; the Nauruans themselves had recognized that they were generous; the three Governments were convinced that the proposals were the most highly advantageous to the Nauruans that could be devised; and the whole situation was being actively re-examined in the light of the Nauru Council's reply.

46. The question of the future home was basic to virtually every administrative problem on Nauru and was particularly relevant to the question of an increase in the powers of the Nauru Local Government Council, which had occupied the attention of the Trusteeship Council and the United Nations Visiting Mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands. That question had been given close consideration during the past year and the Minister of State for Territories had instructed the Administrator to submit specific recommendations after consultation with the Nauru Council. Proposals prepared by the Administrative and Nauruan Affairs Officer and designed to increase the responsibility of the Nauru Local Government Council under the Housing Ordinance had been placed before the Government, which had informed the Administrator that, while it had no serious objections to the proposals, it wished to have certain details reconsidered. That was now being done.

47. In addition, in a particular effort to overcome a point of difference in regard to the Nauru Council's powers under the Nauruan Community Ordinance, amendments designed to give the Nauruans additional powers with regard to certain aspects of Nauruan citizenship were now under consideration. Moreover, on 12 April 1951 the Minister of State for Territories had approved the appointment of a highly qualified officer to assist the orderly and efficient development by the Nauru Council of additional powers and functions.

48. A related matter was the control of the Nauru Co-operative Society. The Nauruans had sought to make the decisions of their own Council final in all matters affecting the control and management of the Society. When the 1959 Visiting Mission had considered the problem, it had concluded that, in view of the Society's indebtedness to the Administration, it could not recommend any appreciable lessening of control by the Administration. Nevertheless, while the Administration acted only in an advisory capacity in the affairs of the Society, and while the Administrator considered that the time was not yet ripe for the surrender of complete control over the Society, he was anxious to promote the proper development of that vital enterprise and was therefore seeking to determine how the existing legislation could be modernized. During the year, the Society had installed a modern cool-room freezer-unit, thus making a more varied range of foodstuffs available to the Nauruan community, with consequent nutritional advantages. Arrangements had also been made, at the request of the Nauruan people, for a Nauruan officer to handle a large volume of buying for the Society in Australia; before assuming his duties, the officer would receive

the necessary training through assistance provided by the British Phosphate Commissioners.

49. He recalled that a Social Services Ordinance concerning pensionable age had broken down largely because of a difference of view regarding taxation: the Nauru Council had been opposed to using its taxing powers because it had felt that all the essential requirements of the Nauruan people should be met from the sale of phosphates, while the Administration had held that the Council should use its powers as an exercise in the mechanics of modern government. Pending agreement, certain social service benefits had been made available by the Administration. Now, however, the Administration was making new attempts to break the deadlock and it had offered to add to the £3,000 yearly surplus expected by the Nauru Royalty Trust Fund a sum of some £7,000 per year to finance the social service benefits scheme; that proposal was now before the Nauru Council.

50. Recalling that the Trusteeship Council had urged the Administering Authority to give practical effect to the separation of the executive and the judiciary as soon as possible by the establishment of salaried magistrates' posts to be held by persons occupying no other positions, he said that the Administrator had been asked to consider the problem and inform the Australian Government whether any qualified persons not employed by the Administration were available for service in that capacity.

51. Regarding the matter of the training of Nauruans in law, he observed that there had been orderly and encouraging progress in the field which it could be expected would steadily develop under the direction of the new Director of Education. Several Nauruans had entered tertiary training in various forms and others had achieved an encouraging degree of success in public examinations below the Leaving Certificate level. In that connexion, he noted that the Nauru Local Government Council felt that insufficient guidance had been given to the three students who had been granted cadetships for training in Australia. While he would not comment on that statement, he felt that adjustment to the demands of education at the tertiary level was particularly difficult for young people used to the very different circumstances of island life. In any case, particular attention was being given to the matter of assistance and guidance to such students in order to avoid a repetition of past difficulties.

52. Where financial matters were concerned, he recalled that the Nauruan people had sought substantial increases in their phosphate royalties and that the British Phosphate Commissioners, the representatives of the Nauruans and the representatives of the Department of Territories had given the matter detailed consideration. As a result of the automatic adjustment to fluctuations in the f.o.b. price, the royalty paid direct to landowners had increased from 9d. per ton to 1s. 1d. per ton and the total royalties payable, excluding surface payments, had risen from 2s. 11d. per ton to 3s. 7d. per ton in July 1960. The surface payments for land above the 80-foot contour had increased by 100 per cent, from 60 to 120 per acre. In fact, the only royalty which had remained constant was the Community Long-Term Investment Fund, which had been left at 1s. per ton pending further progress in the settlement terms. Provision had also been made for a reconsideration of the royalty rates by each new Council.

53. In respect to the old wireless station land, the Australian Government had after intensive investigation established that the ownership of the land was rightfully vested in the Administration. However, as an act of grace, it was prepared to hand over to the Nauruans a sum of money exactly equal to what it had received from the working of the land to the persons who would have been entitled to claim it had the land remained the property of the original owners. A committee had been established to investigate the claims and any sums remaining unclaimed would be paid to the Nauruan community.

54. Nauru was a small but prosperous community whose corporate existence made it a trust in every

sense of the word. The Administering Authority had conscientiously carried out its stewardship of the island and, while much could still be done in the years ahead, progress had been both steady and orderly. He invited the Council's particular attention to the proposals for the future of the Nauruans in the belief that they represented an honest and generous attempt to meet the people's future needs, which would be incapable of fulfilment in their present island home and which had largely been developed through the Administration's efforts to join with the Nauruans in a common cause to promote their welfare and advancement in the modern world.

The meeting rose at 5.40 p.m.