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VERBATIM RECORD OF THE EIGHT HUNDRED AND NINETIETH MEETING

Held at Headquarters, New York,
On Tuesday, 10 June 1958, at 2 p.m.

President:

Mr. CLAEYS LOUUAERT (Vice-President)

(Belgium)

Report of the Committee on Rural Economic Development of the
Trust Territories [B]

Receipt of annual reports of Administering Authorities

Examination of conditions in the Trust Territory of Nauru: annual
report of the Administering Authority for the year ended 30 June 1957 [5c]

Note:

The Official Record of this meeting, i.e., the summary record,
will appear in provisional mimeographed form under the symbol

T/SR.839 and will be subject to representatives' corrections.

It will appear in final form in a printed volume.

58-15688

Discussions in R.E.C. 2
other annual 52
discussions 51
future of the Nauruans 32, 46, 63
health 33
land 31 (overlapped), 32 & 43 (airship)
sent as slips 36

AGENDA ITEM 9

REPORT OF THE COMMITTEE ON RURAL ECONOMIC DEVELOPMENT OF THE TRUST TERRITORIES
(T/1369)

Sir Andrew COHEN (United Kingdom), Chairman of the Committee on Rural Economic Development: The Council will recall that at the last session of the General Assembly a resolution was passed relating to the work of the Committee on Rural Economic Development. This resolution referred to the resolution of 1950 of the General Assembly, as a result of which the Committee was subsequently set up by this Council, and it referred -- with a mild dig -- to the fact that no report had been submitted. It then went on to suggest various means by which action could be taken.

First of all, it decided that the specialized agencies -- and particularly FAO and ILO -- should be asked to submit to this Council their observations and suggestions on the problems of land tenure, land utilization and land alienation. It also recommended to this Council that it should ensure, either through the Committee on Rural Economic Development or by such other means as it deemed appropriate, the early submission of its study of the prevailing policies, laws and practices relating to land tenure, land utilization and land alienation in the Trust Territories. Finally, it requested the Trusteeship Council to include the results of this study in its next report to the General Assembly.

If I may refer for a moment to the first operative paragraph of this resolution, namely, the one which asked FAO and ILO in particular to transmit their observations to this Council, I would like to quote from the statement made at the last session of the Council by the representative of FAO. Mr. Orr stated that FAO "had carefully considered how the limited resources available to it could be utilized so as to make the maximum contribution to the objectives of the General Assembly and the Trusteeship Council". As a result of that consideration, an expert on land problems was to visit certain of the Trust Territories in Africa. He would concentrate primarily on land tenure and land alienation problems and their impact on land and water utilization and agricultural development, but would take into account certain other factors, including agricultural credit and marketing systems. A report based on those studies and

(Sir Andrew Cohen, United Kingdom)

other information would be drawn up and submitted to the Council. In view of the work entailed, it would not be available earlier than the Council's twenty-third session -- the next session. The Council might wish it to be transmitted directly to the Committee on Rural Economic Development.

The representative of ILO informed the Council that ILO intended to associate itself closely with FAO, if I am not mistaken, in these studies.

At its last session, the Council entrusted the consideration of this General Assembly resolution to the Committee on Rural Economic Development and this afternoon I want to tell the Council what work has been done by this Committee.

We had to consider what was the most expeditious way of proceeding with our work in order to ensure that the General Assembly resolution was complied with and that the natural impatience felt by various Members of the United Nations that this Committee should produce some report was allayed. We came to the conclusion, very early in these discussions, that the proper way of dealing with this matter was to proceed Territory by Territory. We attached considerable importance to having an expert present who would normally be the special representative coming for the examination of the Territory by the Council. We decided to start with the Territory of Ruanda-Urundi, perhaps because we felt that it was desirable to take first the Territory which presents probably the greatest practical difficulties in the sphere of land utilization, and we were greatly assisted in the consideration of the problems in Ruanda-Urundi by the presence, if I may say so, of yourself, Mr. President, with your long and expert knowledge of this Territory.

The Committee intends, during the current session of the Council, to examine the same problems in relation to New Guinea; and it has tentatively come to the conclusion that at the next session we should tackle the problems of Tanganyika. If I may speak for a moment as the United Kingdom representative, I may say that my delegation will be very glad to participate in that particular examination, if the Committee should eventually so decide.

We had before us very bulky reports prepared by the Secretariat going comprehensively into all these problems, and also the comments made by the Administering Authorities on these various reports. If I have one criticism to make of these reports, it is the same criticism that I customarily voice: they

(Sir Andrew Cohen, United Kingdom)

are so long that it is very difficult to find anyone who has time to read them. It is, I think, one of the principal duties of United reports which are likely to be read, because however learned a report may be, however comprehensive and however profound, it is useless unless it is read; and there ought, I think, to be some limitation on the length of reports.

The Committee on Rural Economic Development came to the conclusion that it was essential to produce some summaries of these reports and did so, with the able assistance of the Secretariat -- and here I would like to pay particular tribute to the indispensable help we have had from Mr. Robinson in all this work, in fact without him we should have achieved little, if anything. With his help and that of his colleagues, the Committee has produced a summary of the long report on land tenure, land utilization and land alienation in Ruanda-Urundi, and that forms annex I of the document before the Council (T/1369) of 20 March.

I need not delay the Council by going into this report in detail. It deals first of all with population problems, which are clearly very germane to the whole subject, and then with land utilization, land tenure and land alienation. And in dealing with land tenure it divides itself up into customary tenure, land legislation and indigenous holdings. This, I think, gives in a convenient form the very detailed information available in the lengthy report, and those who wish to delve more deeply into the subject have this lengthy report for the purpose.

In Annex II of the paper before the Council will be found some draft observations and conclusions which the Committee on Rural Economic Development has submitted to the Council. They are submitted in a form suitable, if approved by the Council, to be conveyed in turn by the Council to the General Assembly. In this we have followed the precedent of other committees such as the Committee on Administrative Unions which customarily submits its reports in this form.

I would like in this case, if I may, briefly to draw attention to the main proposed observations and conclusions on these subjects. First of all, after certain general remarks on population, the Committee, in paragraph 2:

"noting that the great majority of the population is engaged in agricultural and/or pastoral activities of a mainly subsistence nature and considering that a greater emphasis on production for the market is necessary in order to improve the standard of living of the people, recognizes that this must largely depend on the efforts of the people themselves and on their skill, initiative and energy in the utilization of the resources available to them, that is, on an improvement of their productivity."

(Sir Andrew Cohen, United Kingdom)

It goes on to say that,

"while it remains to expand still further primary education and while certain diseases, nutritional deficiencies and inadequate housing continue to be causes of ill-health, the Administering Authority has devoted much attention to education, health and welfare services and that its efforts have been attended by considerable success".

The Committee trusts that the Administering Authority will continue to give special consideration to these matters and also expresses the hope that the Administering Authority will continue to promote community development in all areas of the Territory.

Then in paragraph 3 the report deals with land tenure and the main point here is that while the difficulties are appreciated and the importance of obtaining the support of the local population is borne in mind -- and I would place particular emphasis on this because of its great importance in all land matters -- the report goes on to say that it

"feels sure that the Administering Authority will continue to promote and encourage the recognition of individual rights and their acceptance by African opinion" -- a sentiment which I am sure will be endorsed by the representative of China.

In dealing with land utilization in paragraph 4, the report

"commends the Administering Authority for the initiation of a more effective land use policy on its land settlement schemes, paysannats indigènes, and on the secteurs pilotes, and for the establishment of a Rural Engineering Mission to undertake surveys and studies in connexion with land development projects. It trusts that the Administering Authority will continue its efforts to ensure that land be put to the use to which it is best adapted and to develop an over-all programme of land-use planning...".

It also refers with satisfaction to the reafforestation programme which has been undertaken by the Administering Authority.

(Sir Andrew Cohen, United Kingdom)

Paragraph 5 deals with soil conservation and

"commends the Administering Authority for the general measures already taken to ensure conservation of the soil... It trusts that soil conservation practices will form an integral part of any new systems of farming which may be developed in the Territory."

In paragraph 6, the report refers to the investigations being undertaken regarding the reorganization of farming on the secteurs pilotes with a view to increasing productivity, and in paragraph 7, the report trusts that

"the results of these investigations as well as other information on improved farming methods and techniques will be speedily made available to farmers throughout the Territory through the agricultural extension service".

The report then notes that

"the number of auxiliary agricultural personnel, i.e. junior indigenous personnel, is relatively small and suggests that the Administering Authority give consideration to the further development of training of indigenous agricultural personnel at all levels".

I would draw attention here to the importance of training attached by this report -- training which is almost invariably referred to in the discussions in this Council as one of the major factors in the development of Trust Territories and their people.

In paragraph 8, the report deals with the important and very difficult subject of stock-raising. The report notes that

"stock-raising still does not make as large a contribution either to the exchange or subsistence economy of the Territory as it should and... trusts that the Administering Authority will continue its efforts to encourage greater production for the market and a better adjustment of cattle population to carrying capacity of pastures".

In paragraph 9, the report deals with credit. It recognizes that credit facilities are essential for financing farming, notes that existing facilities in the Territory do not appear to be adequate and recommends to the Administering Authority that consideration be given to the establishment of a system of credit which would meet the needs of crop and animal husbandry. It also draws attention to the value of co-operative and supervised credit.

(Sir Andrew Cohen, United Kingdom)

In paragraph 10, the report deals with the co-operative movement and emphasizes the importance of co-operative organization in this and other fields where such organization appears to be feasible and desirable.

In paragraph 11, the report draws attention to the importance of research, and commends the Administering Authority for the emphasis it has given to research and investigation for the development of the Territory. It also expresses its appreciation of the generous assistance given to the Territory by the various parastatal organizations of Belgium and the Belgian Congo, and it notes the assistance in the form of interest-free advances which have been made to Ruanda-Urundi by the Belgian Administration under the Ten-Year Development Plan.

Finally, in paragraph 12 the report deals with land alienation, notes the very small, insignificant amount of alienation of land which has taken place in Ruanda-Urundi, commends the Administering Authority for the care which has been exercised in the alienation of land and considers that the present policy of only authorizing temporary or permanent alienation of agricultural land for educational or economic reasons in the public interest should be continued.

Mr. President, I can hardly say this to you but I say it to the Council, that Ruanda-Urundi is a Territory which has exceptional difficulties in land matters owing to the pressure of population on the land. Very energetic and imaginative measures are being taken and have been taken by the Belgian Administration in co-operation with the people and the indigenous authorities to deal with these difficulties. These efforts have won great success and, if I may say so, are a fine example to all of us who are concerned with the administration of a Trust Territory. But it is no use concealing the fact that a formidable task is in front of the Territory, the Belgian Administration and the people of Ruanda-Urundi in dealing with the problems of land utilization. All those concerned deserve every possible encouragement in this task.

This report pinpoints the various problems concerned, commends the Belgian Administration for the work they have done and are doing and for the human and financial resources which they have poured into this work, and it makes certain recommendations with which I believe that the Council will agree. The endorsement of this report by the Council will be an encouragement to further

progress in the formidable tasks which lie ahead for the Belgian Administration and the people of Ruanda-Urundi.

I should like to commend this report to the Council in that spirit.

The PRESIDENT (interpretation from French): After hearing the very complete explanation given by the Chairman of the Committee on Rural Economic Development of the Trust Territories, the Council must now decide whether to study the report in detail. The Council would study the two annexes appearing in document T/1369 of 20 March 1958 and decide whether to include them in the next report to the General Assembly.

The Council might, as is its custom with respect to reports submitted by other committees, vote on the whole of Annex I and then vote on each paragraph of Annex II.

I invite any member of the Council who wishes to take part in the debate to take the floor.

Mr. JAIPAL (India): May I first of all congratulate Sir Andrew Cohen, the distinguished representative of the United Kingdom and Chairman of the Committee on Rural Economic Development of the Trust Territories, not only for his lucid presentation of the report and the valuable background he has provided, but also for fulfilling the promise which he made at the twelfth session of the Fourth Committee last year to the effect that he would get this Committee to "deliver the goods". We shall now have to examine the goods, and my delegation should like to congratulate both the Chairman and the members of this Committee for what is in fact the very first substantive report of this Committee. Actually, the document before us is entitled "Eighth progress report" but in fact it is the first substantive report of that Committee.

As Sir Andrew has stressed, this is a very important question - the question of the rural economic development of Trust Territories. It is now some five years since the General Assembly drew the attention of the Trusteeship Council to this problem and suggested certain lines of study. My delegation has examined this report only tentatively, but our first reaction was that it is a most useful report. It contains an interesting and mercifully brief study of the problems of Ruanda-Urundi in regard to land; it also contains a number of draft conclusions in Annex II. I have no doubt that members of the Council would like to examine these draft conclusions a little more closely. For example, my delegation, for one, would like to compare the draft conclusions in this report with the conclusions reached previously by the Trusteeship Council during its annual examination of conditions in Ruanda-Urundi. My delegation would also like to move a few amendments to these draft observations and conclusions. Unfortunately we are not quite ready to do that at this meeting and I should like to consult the President on this matter.

We find from the tentative time-table that only one meeting has been allocated for study of this report. We should like to suggest, Mr. President, that perhaps one or two meetings might be set aside for a more detailed examination of this report at some date in July during the current session.

Incidentally, we find from paragraph 4 of this report that FAO and ILO would be submitting their observations and suggestions at some later date. We should like to know when those observations are likely to be presented to this Council. Would those observations be available to us during the current session?

These, in fact, are the two points which my delegation would like to make at this stage.

The PRESIDENT (interpretation from French): In connexion with our holding an additional meeting to consider this report, I believe there would be no objection to that and that it will not be necessary to press the examination of this question at present. In reply to the wish expressed by the representative of India, however, I should like to ask the representatives of FAO and ILO if they could provide the information which was requested.

Mr. ORR (Food and Agriculture Organization): The report which FAO, in collaboration with ILO, will submit cannot possibly be submitted to this session of the Council. As a matter of fact the field work which will form the basis of the report is not yet under way, although I believe it will be very shortly.

Sir Andrew COHEN (United Kingdom), Chairman of the Committee on Rural Economic Development: I am grateful to the distinguished representative of India for what he has said, in particular for referring to this question of the observations of the specialized agencies, as I omitted to mention this in my opening statement.

We were faced with a slight practical problem in this connexion. It was obvious that the General Assembly and, I think, this Council wished us to get on with the job. At the same time we would obviously have preferred to await the observations of FAO and ILO and it seemed to us that the only thing to do was to submit these recommendations, and, similarly, we shall hope to submit some recommendations on New Guinea, in advance of these observations of FAO and ILO. I think that the members of the Committee hope that the Council will be prepared to adopt these recommendations and any that may come forward at the present session.

We hope that before this Committee gets down to the work of examining the same problems in relation to Tanganyika, the observations of FAO and ILO will have been transmitted to this Council and to the Committee on Rural Economic Development so that they can be taken into account in the report which the Committee will then make to the Council on that Territory. If anything should come out of the observations of FAO and ILO on the Territories which have already been examined, it would be perfectly possible, I imagine, for the Committee

(Sir Andrew Cohen, United Kingdom)

on Rural Economic Development and this Council to revert to the matter and to submit something further or to make amendments, but it seems to me that it would be unfortunate if the submission of these reports which have been made this year to the General Assembly were delayed because, for very natural reasons, the observations of FAO and ILO were not then available.

As regards postponing the discussion of this subject, speaking personally at any rate, I would welcome such a postponement because I think it would be desirable that this Council should closely examine these recommendations which have been made by the Committee on Rural Economic Development on a subject which is both of very great importance and very great difficulty.

The PRESIDENT (interpretation from French): We have a request submitted by the representative of India to the effect that examination of the report of the Committee on Rural Economic Development should be deferred to a later date during the course of the present session. As there is no objection it is so decided.

It was so decided.

Mr. LOBANOV (Union of Soviet Socialist Republics) (interpretation from Russian): I have no objection to the decision taken on the basis of the suggestion of the representative of India but, in connexion with the explanation given by the Chairman of the Committee, I should like to express the wish of my delegation, that is, to recall the fact that the General Assembly had asked the Council to submit the report to its thirteenth session. If I correctly understood the Chairman of the Committee, they provided for an agenda which does not guarantee the implementation of that resolution of the General Assembly. If I understood correctly, they will submit their reports to the twenty-third session and thus the Council will be in a somewhat difficult position.

I should like to request that the Committee exert every effort to submit the full report at this session.

Also, I wish to express to the representative of the specialized agency, who is present, my appreciation of his promise to present his organization's report within the course of this session, and I would appeal to the other specialized agencies to give similar aid to the Council in its efforts to implement the resolution of the General Assembly requesting the Council to submit its report to the thirteenth session of the General Assembly.

Sir Andrew COHEN (United Kingdom), Chairman of the Committee on Rural Economic Development: The representative of the Soviet Union has got it the wrong way round, if I may say so. We have already submitted one report; we hope to submit a report on New Guinea during the present session. But we have been told by the representatives of FAO and ILO that they will not be able to submit their expert observations until the twenty-third session.

Now, while I share the enthusiasm of the representative of the Soviet Union for energetic, vigorous and rapid action, it is useless to have energetic, vigorous and rapid action unless it is based on expert study, and we should be defeating our own objective if we tried to stimulate the specialized agencies into producing their expert observations before the experts whom they are going to appoint have submitted their reports. Equally, I am quite sure that the Committee on Rural Economic Development has been right in taking these reports one by one, with expert witnesses available, rather than attempting to produce out of their own heads highly theoretical generalizations not based on expert knowledge of the Territory. And I hope that I shall be able, during the course of the discussions we shall have, to convince the representative of the Soviet Union -- whom I have always found easy to convince; at any rate on procedural matters -- that we are observing the correct balance between energetic action and serious study of a very difficult technical problem.

Mr. LOBANOV (Union of Soviet Socialist Republics)(interpretation from Russian): I should like, first of all, to thank the representative of the United Kingdom for his expression of appreciation of the co-operation, and the wish to co-operate, of the Soviet delegation. Unquestionably we are always

(Mr. Lobanov, USSR)

guided by the desire to co-operate with other members of the Council -- not only on procedural matters, but also on every matter of substance.

I further agree with the representative of the United Kingdom that much time has been lost by the Committee during the past years, and in the time that has elapsed since the twelfth session of the General Assembly. I have accordingly emphasized that we must endeavour to make good use of the time remaining to us in the hope of remedying the situation.

If the translation I received of the statement of one of the representatives of a specialized agency was incorrect, I apologize for my misunderstanding of that statement. All the more I feel obliged to urge that every effort be made by the specialized agencies to help the Council to implement the resolution to which I have already referred by giving all possible assistance to the Committee on Rural Economic Development of the Trust Territories. I believe that all the members of the Council are anxious that this resolution should be implemented.

The PRESIDENT (interpretation from French): I believe this item of our agenda has now been fully considered.

RECEIPT OF ANNUAL REPORTS OF ADMINISTERING AUTHORITIES (T/L.852)

Mr. ROLZ BENNETT (Guatemala)(interpretation from Spanish): Before beginning our consideration of the next item of the agenda, I wish to refer to document T/L.852, containing the memorandum prepared by the Secretariat at the request of the Guatemalan delegation concerning the dates and the number of copies of the annual reports submitted by the Administering Authorities to the Secretary-General and referred to this Council.

My delegation will study this document with the greatest care, because it undoubtedly contains material of great interest. In the meantime, however, I would draw the Council's attention to the conclusion of the memorandum, where it is indicated that three reports from Territories which are to be examined during the present session have not yet been received. With regard to two other Territories, only forty-five copies of the reports have been received. This

situation is an indication of the difficulties confronting certain delegations in their efforts to study the reports submitted by the Administering Authorities in good time. Therefore it might be in order to request the Administering Authorities to endeavour to accelerate the submission of these reports, so that the various delegations will have time to study them.

My delegation does not wish to conclude its examination of this memorandum with these brief remarks, which are made at this time only because we feel they deal with a matter of great urgency. We propose to make further comments of a more general nature at the appropriate time, and I therefore request that my delegation may be afforded an opportunity to speak on this matter later in the session.

The PRESIDENT (interpretation from French): Due note will be made of the statement made by the representative of Guatemala.

AGENDA ITEM 3c

EXAMINATION OF CONDITIONS IN THE TRUST TERRITORY OF NAURU: ANNUAL REPORT OF THE ADMINISTERING AUTHORITY FOR THE YEAR ENDED 30 JUNE 1957 (T/L374; T/L849)

The PRESIDENT (interpretation from French): Before beginning the debate on conditions in the Trust Territory of Nauru, I wish to welcome Mr. Jones, the special representative of that Territory. I am sure I need not introduce Mr. Jones to the Council. He is an old friend of ours and I am convinced that, as usual, his great competence will greatly lighten our task -- our examination of the Territory of Nauru. He will later assist us in our examination of the Territory of New Guinea.

Mr. WALKER (Australia): I have the honour to present to the Council, on behalf of the Australian Government, the report of the Administration on the Territory of Nauru, for the twelve months ending 30 June 1957.

My distinguished colleague from Guatemala has referred to the fact that only forty-five copies of the report have been received. It is, of course, always our practice to forward forty-five copies by air, and to send on the others a little later. We have been doing this on the assumption that forty-five copies were sufficient for the preparation of the work of the Council.

(Mr. Walker, Australia)

I trust that my distinguished colleague has received sufficient copies for the use of his delegation and I can assure the Council that, if it should be felt at any time that our advance issue of forty-five is not quite adequate for the purpose of the Council, the Australian Government would be ready to consider the possibility of delivering a somewhat larger number. But we have never been under the impression that it was essential for us to have 400 copies here, which would occupy quite a good deal of aeroplane space and entail considerable expense since Australia is, I suppose, the most distant of all Administering Authorities, perhaps, from the Headquarters of the Organization.

Before inviting Mr. Jones to take over and to speak particularly about Nauru, I should like to say, first of all, of course, that Mr. Jones is well known to all members of the Council, as you so kindly have pointed out, Mr. President, and that for a number of years he has participated in the Council's deliberations. He will be ready to elaborate on our report and to supply additional information on your invitation and to answer questions that may be asked.

I should merely like to say that Nauru, as you all know, is an extremely small territory with problems that are, consequently, in some respects, different from those of most other Trust Territories; indeed, so far as political organization is concerned, Nauru tends to present itself as a problem of local government very often, rather than national government in the ordinary sense of the term.

This Council has always endeavoured to see the problems of the Trust Territories as human problems and the very smallness of the population of Nauru facilitates such an approach by the Council. I think it is true to say, moreover, that the Administration of Nauru, which is not called on to deal with people in the mass, is continually conscious of the fact that it is concerned with the problems of individual human beings.

The report for the year 1956-1957 which we now present is an encouraging record of further progress in human terms -- progress that has continued since the completion of the report.

With your agreement, Mr. President, I propose that Mr. Jones be now invited to speak further before the Council.

The PRESIDENT (interpretation from French): I call upon the special representative.

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.

Mr. JONES (Special Representative): Before commencing my opening statement, I should like to thank you for your very kind welcome, Mr. President. I can assure the Council that it is a great pleasure for me to be present again as special representative for Australia in the examination of conditions in the Trust Territory of Nauru, which is administered by the Government of Australia, on behalf of the Governments of Australia, New Zealand and the United Kingdom, who constitute the joint Administering Authority.

In this opening statement, I will draw attention to developments of importance which have taken place in the year under review and point to some significant developments in the nine months' period ending 31 March 1958.

Mr. R.S. Leydin, who was appointed Administrator of Nauru in July 1954, left the Territory on 19 January 1958 to take up a new appointment as Administrator of Norfolk Island. His successor is Mr. J.P. White. Mr. White, who is 45 years of age, joined the Public Service of New Guinea in 1958 as a cadet patrol officer. He was appointed a District Commissioner in 1955.

The Administrator has continued to assist and encourage the Nauru Local Government Council to exercise its powers and functions. The Council has taken an active interest in Nauruan affairs generally and, at the suggestion of the Administrator, has made two rules since the close of the year under review: one for the control of buildings and one to control the disposal of rubbish. It has not, however, shown much initiative with respect to the making of rules within its competence or in the examination of proposed new ordinances referred to it for comment. To this extent, the Council has not realized the hopes of the Administration.

Current allowances to members of the Council are: Chairman, who is also the Head Chief, £90 per annum; and Councillors, £60 per annum. In addition, the Secretary of the Council receives £144 per annum; the Treasurer £60 per annum; and the Officer in Charge of District Constabulary, £24 per annum.

(Mr. Jones, Special Representative)

Works and services carried out by the Council during the year included, among other things, the assembly and installation of water storage tanks at Nauruan homes, the provision of special transport passenger services, and the establishment and maintenance of a pound.

Agreement has been reached between the British Phosphate Commissioners and the Nauru Local Government Council to supply electricity to eighty-eight Nauruan homes in Boe, Aiwo and Denigomodu districts. The terms of the agreement provide, briefly, for the British Phosphate Commissioners to meet the capital costs of necessary installations, including internal wiring, and to meet the cost of maintenance of transmission lines and sub-stations; to provide current in bulk to the Council at sub-stations at 2-1/2d per unit, subject to the right to vary that price per unit on six months' notice in writing to the Council; and to provide four lighting and three power points per house.

The Nauruan Housing Ordinance 1957 came into operation on 1 February 1958. This Ordinance vests in the Nauru Local Government Council the ownership of houses erected under the Nauruan Housing scheme, and provides for the renting and sale of those houses and for other purposes.

The Nauru Royalty Trust Fund, which is used for financing the activities of the Nauru Local Government Council, commenced the year with a credit balance of £9,710. Revenue amounted to £17,580, and expenditure by the Council totalled £16,850, leaving a credit balance at 30 June 1957 of £10,470.

The approved establishment of the Public Service is 356, of which 312 posts are filled by Nauruans. All positions in the Service are open to Nauruans who may have the necessary qualifications and experience.

Three cadetships, two for teaching and one for personnel and administrative work, have been awarded under the cadet scheme referred to in the annual report for 1955-1956.

The position of Nauruan Affairs Officer has been abolished and a position of Administrative and Nauruan Affairs Officer created in its stead. The salary range of the new position is £1,263 to £1,443. Mr. Raymond Gadabu, who held the position of Nauruan Affairs Officer, has been promoted to the new position. This is in keeping with the policy of the Administering Authority to appoint Nauruans to positions commensurate with their qualifications, experience and general ability. Another Nauruan, Mr. Jacob Aroi, has been appointed a magistrate of the District Court.

(Mr. Jones, Special Representative)

The new Judiciary Ordinance, which is referred to in chapter 7 of part V of the report, came into force on 6 December 1957.

Amounts standing to the credit of Royalty Trust Funds at 31 March 1958 were: Nauruan Land Owners Trust Fund, £155,900; and the Nauruan Community Long-Term Investment Fund, £255,510. The reduction since 30 June 1957 in the amount standing to the credit of the Land Owners Trust Fund is due to payments totalling £54,195 which have been made to Nauruan land owners.

Payments to, or for the direct benefit of the Nauruan people -- which, up to 30 June 1956 had totalled £880,000 -- had, on 30 June 1957, increased to more than £980,000.

(Mr. Jones,
Special Representative)

I should like to make it quite clear that this total does not include payments by the British Phosphate Commissioners towards the expenses of the Administration.

From time to time, royalty rates have been increased and negotiations for the further increase have been in progress between the Nauru Local Government Council and the British Phosphate Commissioners for some time, but no decision has yet been reached. The policy of the Administering Authority is to place emphasis on building up a fund adequate to meet the cost of ensuring the future well-being of the community.

Administration expenditure for the year totalled £302,350. This included £40,910 on health, £44,940 on education and £16,980 on social benefits. The total expenditure on public works was £85,030 and expenditure on maintenance of buildings and services totalled £39,020. New buildings completed included the Administration General Hospital, the second stage of the building of the Consolidated Primary School and several minor buildings which are referred to in Chapter 10 of Part VI of the annual report.

Phosphate shipments and royalty payable for the last five years are shown in table on page 16 of the annual report. In the period 1 July 1957 to 31 March 1958, 836,000 tons of phosphates were shipped. The drop in production, which continued into the 1957-1958 period, was due to extremely bad weather and the breakdown of one of the phosphate dryers.

The destination and value of phosphates shipped over recent years may be found in Table D of appendix VII. The annual report, trading account and balance sheet of the British Phosphate Commissioners for the year under review are included in appendix XIII.

The ownership of the area now generally referred to as the "Wireless Station Land" has been decided. Documents were finally located which established beyond doubt that the land was purchased from the Nauruan owners by the German Administration and is therefore freehold land owned by the Administration. The Nauru Local Government Council has been informed of the result of the investigations and invited to inspect the relevant documents.

At its eighteenth session, the Council was informed that as a first requisite for an agricultural experimental farm on the island is an assured water supply for irrigation purposes, the Administration would not embark upon the proposed project until an adequate supply of suitable water was located. In my opening

(Mr. Jones,
Special Representative)

statement last year I mentioned that in all the test holes which had been sunk, the water found was unsuitable for agricultural purposes, but that the search would continue. After meeting with no success, the search for permanent sources of water was abandoned in December 1957. In view of this failure, an experimental farm will not be established, and in the absence of the farm it is doubtful whether a full-time appointment of an agricultural officer could be justified. The practicability of assisting and training the Nauruans in pig and poultry farming and in the cultivation of the coconut is, however, being examined.

This will not affect a previous decision that cadetships for agricultural diploma courses would be provided for Nauruan students who are considered to have the qualifications to undertake such a course, and have definite aspirations to seek their future in service to agricultural industry. One such student is at present attending an agricultural college in Queensland, Australia.

The reconstruction of the airstrip to make it suitable for use by four-engined aircraft is now well under way. Some of the land owners who continue to object to acquisition of part of their land have not lodged their claims for compensation. It is the intention of the Administration to establish a trust account to cover outstanding claims and all subsequent payments by way of compensation will be made from this account.

The question of the future of the Nauruan community has continued to receive the close attention of the Administering Authority. I can assure the Council that the Administering Authority is intensifying its efforts to find a practical solution to this problem and will report its proposals to the Council as soon as possible.

The Workers Compensation Ordinance 1956 commenced on 17 September 1956. Some of the major provisions of this Ordinance are outlined in Chapter 4 of Part VII of the annual report.

In Chapter 5 of Part VII of the annual report mention is made of the Social Services Ordinance of 1956, which will be brought into operation as soon as the Nauru Government Council, which will have the general administration of the Ordinance, determines how the costs of the scheme are to be financed. In 1956 the Nauru Local Government Council Ordinance was amended, with the agreement of the Nauru Council, to give the Council power to impose, collect and levy rates and taxes to be paid by Nauruans. It was expected that the Council would use

(Mr. Jones,
Special Representative)

this power to finance the Social Services Scheme, and the Administrator has strongly advised the Council to do so, but so far it has not agreed. The matter is still under consideration and in the meantime the Social Services Ordinance has not been brought into operation.

No finality has been reached with respect to the making of arrangements for some Nauruans to visit the United States Trust Territory of the Pacific Islands. The latest information available to me is that the Administrator has submitted, on behalf of the Nauru Local Government Council, a revised application for fifty-eight Nauruans to visit the Marshall Group, and efforts are now being made to arrange for suitable transport.

A tuberculosis survey, which was forecast in the Annual Report for 1955-1956, was carried out by a New South Wales anti-tuberculosis team. The survey was completed in May 1957 and, with the full co-operation of the Nauru Local Government Council and the British Phosphate Commissioners, every person of Nauru's population of 3,600 was X-rayed and skin tested.

Of the 136 persons found to be suffering from tuberculosis, forty-seven were Nauruans, twenty-one were Gilbert and Ellis Islanders and sixty-eight were Chinese. All active cases, other than migrants who wished to return to their own countries, have been admitted to hospitals, and six Nauruan patients requiring surgery have been sent to Australia. Non-infective cases are receiving treatment at out-patient clinics and will be kept under regular radiological and bacteriological supervision. This will also apply to tuberculosis patients as they are discharged from hospital. As a preventive measure, arrangements have been made for all persons, other than permanent residents, to be chest X-rayed before leaving for the Territory or, where this is impracticable, within twenty-four hours of arrival.

The isolation of active cases, the screening of new arrivals, the follow-up of contacts and the B.C.G. vaccination of all persons found susceptible to infection will provide an effective control of the disease.

An ordinance to provide for and regulate the examination of persons suffering or suspected to be suffering from tuberculosis and for the prevention and eradication of tuberculosis came into operation on 29 August 1957. A senior nutritionist of the Commonwealth of Australia Department of Health paid a visit to the Territory recently for the purpose of conducting a survey of the dietetic habits of the Nauruans.

(Mr. Jones,
Special Representative)

Good progress is being made in the field of education. The school system is organized to provide effective education for all the children of the several racial groups in the Territory. However, differences in the languages and the cultural background of the children have made it necessary to provide the different types of schools described in Chapter I of Part VIII of the annual report.

The Administering Authority attaches great importance to developments in the educational field, in particular to giving Nauruans such technical and other knowledge and experience as will facilitate their participation in the administration of the Territory and will assure their future economic well-being if or when their community must proceed elsewhere.

The aims, both long-range and immediate, for the education of the four main ethnic groups on the island are set out in Chapter I of Part III of the report.

At the annual examinations held in December 1957, Nauruan students in Australia obtained three Leaving Certificates, five Intermediate Certificates, two Intermediate Technical Certificates and five Junior Technical Certificates. At the local examinations, which were held in Nauru in December 1957, students from the Administration Secondary School gained one Intermediate Certificate and five Junior Technical Certificates.

At 31 March 1958, thirty-one Nauruans were attending Australian schools and colleges and one was attending school in New Zealand. Of these, twenty held Government scholarships and twelve were private students. Two Nauruans, both males, are studying at the Central Medical School, Suva, one following a medical course and one a dental course. Three students are studying in teachers' colleges in Australia, including two cadets, and one cadet is receiving practical administrative training with the Department of Territories, Canberra. Other special courses being undertaken by Nauruan students in Australia include agricultural, one; civil engineering, one; building construction, one, and a general electric course, one. Three girls are taking mothercraft and pre-nursing courses.

(Mr. Jones,
Special Representative)

These figures, relating as they do to a community of just over 2,000, indicate that the Administration's educational efforts continue to show useful results.

In my statement I have included information additional to that given in the annual report and I have touched upon developments in some fields up to 31 March 1958. I shall be glad to provide, to the best of my ability, any further information that may be requested by members of the Council.

The PRESIDENT (interpretation from French): I wish to thank the special representative for his preliminary statement.

We shall now start the period devoted to questions and answers concerning political advancement in the Territory.

Mr. MITRA (India): The Indian delegation is particularly keen, in view of the remarks made by the leader of the delegation yesterday, to do its best to expedite the proceedings of the Council with regard to this particular Trust Territory. I shall therefore ask the questions which my delegation has in mind and I regret that, in view of the shortness of time, my questions may perhaps be a bit wide of the mark. I apologize for this in advance.

My first question concerns a statement which was made last year by the (// special representative. At that time he stated that, as a result of requests from the Nauruan people to have the agreement with the British Phosphate Commissioners reviewed once again, the Administration was assisting the Nauruans in the latest application which they had made for increases and changes of conditions in the royalty rate. I also note from the opening statement of the special representative that these negotiations are still going on. Could the special representative kindly inform us as to what royalty rates are now being asked for by the Nauruans and what, actually, is holding up the increase in the royalty rates?

Mr. JONES (Special Representative): I have no actual information available with regard to any suggestions put forward concerning these amounts by the Nauruans but I understand from the Acting Administrator, during my

(Mr. Jones,
Special Representative)

recent visit to Nauru, that the Nauruans, particularly the landowners, are pressing to have the royalty rates for direct payments increased, whereas the Administering Authority, having in mind the suggestions and resolutions of this Council, is convinced that it should concentrate more on the community fund which would benefit all Nauruans. The Administering Authority considers that this should be its main aim. However, the Phosphate Commissioners and the Nauruans cannot come to an agreement on this point. The Nauruans continue to press for an increase, specifically with regard to direct payments to landowners.

Mr. MITRA (India): Of course we are very grateful for the news that the Administering Authority is really trying to abide by the resolutions of the Council. Perhaps the Council would have been happy to have this information in the report itself.

My next question is also about a related subject. From the report, one gathers that the total amount payable from phosphate proceeds, or listed from phosphate proceeds, in respect of the Nauruan people and the local government, was nearly \$400,000. The value of the shipments, however, has been placed at £2.2 million. This would indicate to me that the total investment by the Phosphate Commissioners in the Territory -- and in the Nauruan people -- was roughly 19 per cent of the proceeds obtained from the major natural resources of the Territory, which is phosphates. Would it be possible for the Administering Authority to think in terms of increasing this 19 per cent figure of the royalty and administrative expenses to a much larger percentage, particularly as the Nauruan people do not have any other source of income excepting these phosphates?

Mr. JONES (Special Representative): The Administering Authority is considering increasing the royalties, that is, by using their influence to get the British Phosphate Commissioners to increase the royalties, with regard to the community fund which will benefit all the Nauruans.

Mr. MITRA (India): I am very grateful to hear this because naturally some members of the Council feel that when this is the major natural resource, more than 19 per cent should go back to the people whose resource it is.

Turning to my next question -- last year the representative of Guatemala asked some questions about the methods used in calculating the price of phosphate by the British Phosphate Commissioners. My delegation would be grateful if we could be informed as to what is the exact price used by the British Phosphate Commissioners in arriving at the value of their stocks. I should also like to repeat the question asked last year by my delegation regarding the apparent stockpiling of phosphates which is taking place.

Last year the special representative informed the Council that he was, unfortunately, not in a position to give any reasons for the stockpiling, nor could he give any idea concerning how the price was arrived at. I should like to know if he has any more information this year.

Mr. JONES (Special Representative): The stockpiling is a natural precaution to assure that there is sufficient phosphate stored in various centres for distribution to manufacturing firms. The price of the phosphate -- the f.o.b. price -- is explained fully in the report and the price at which it is sold to the manufacturing firms in Australia is that price plus the cost of freight, insurance and other costs. I think that to some extent these figures are shown in the balance sheet of the British Phosphate Commissioners.

(Mr. Jones, Special Representative)

I have no actual record of the actual price received by the British Phosphate Commissioners, but the balance-sheet shows that there is actually no profit. If, as the representative of India suggests, there may be some profit, it is purely in the costs in Nauru, plus the cost of freight and insurance and other incidental charges.

Mr. MITRA (India): We heard, of course, last year that the British Phosphate Commissioners was a non-profit-making organization and I am glad to have this confirmed. I would then like to know what the sums are which are listed as liabilities in the balance-sheet of the Commissioners -- liabilities to the Australian, New Zealand and United Kingdom Governments. What exactly are these sums, what kind of liabilities are they? They are rather large sums.

Mr. JONES (Special Representative): I would like notice of that question. I will go into the matter and see if I can provide the information asked for at the next meeting. I would like to ask, Mr. President, whether we are discussing political advancement now or whether we are dealing with the report as a whole.

Mr. MITRA (India): My delegation is very anxious to carry out what was apparently the unanimous desire of the Council, and I therefore intend to ask only one set of questions, and in a Territory as small as Nauru it may be rather difficult for an inexperienced person such as myself to find any questions to ask. I hope that this does not run counter to the desires of the special representative; I can of course change the order of the questions, but I think the basic resources of the Nauruan people can be considered as either political or economic questions -- they are all connected anyway.

May I continue my questions along this line, if the special representative does not find it too difficult?

The PRESIDENT (interpretation from French): The representative of India's remark with regard to the very limited character of the questions that may be asked in connexion with this Territory is true, yet it is traditional practice of the Council that the first questions usually deal with

(The President)

political advancement. I believe that it would be better from the point of view of the special representative to ask him whether he is ready to answer all questions. Perhaps the special representative will enlighten us on this point.

Mr. JONES (Special Representative): I have no objection at all, as long as it is understood that it may take me longer to refer to my notes, particularly when the questions are technical and refer to statistics or figures; whereas if we took the questions field by field, I would have the information right at hand and could answer the questions more quickly. I appreciate, however, that in a small Territory like Nauru -- as long as you bear with me and give me time some time to refer to my notes -- I shall be only too happy to take the questions as they come.

The PRESIDENT (interpretation from French): I believe that we can continue to ask questions related to all fields of development, with the reservation just voiced by the special representative, who may ask to postpone the answering of technical questions which would necessitate his consulting special documents.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics) (interpretation from Russian): I apologize for interrupting the representative of India's questions, but I should like a clarification of the exchange of views that has just taken place between the special representative and the representative of India. This does not constitute a precedent for the questions of other members of the Council, because I believe that we should follow the procedure that has been established for all Territories which consists in first asking questions regarding political advancement. Even though in this case the Territory is very small, it is equally important that we consider its development in the political, economic and educational fields. It would therefore be advisable to follow the established practice which would enable the special representative to prepare his answers. I therefore reserve my right not to depart from the established practice as far as I am concerned, and hope that this will not constitute a precedent for our questions and that in future we will follow the established practice. In other words, after all representatives have asked their questions pertaining to political advancement,

(Mr. Bendryshev, USSR)

they will be free to ask questions pertaining to developments in other fields, which will facilitate the work of all delegations in the Council.

The PRESIDENT (interpretation from French): This of course does not constitute any precedent, and we are aware of the traditional practice of questioning, according to which all representatives can ask whatever questions they desire. I believe, however, that the representative of India's statement is well founded. This is a very small Territory and in this case a slight departure from our ordinary practice is admissible. The representative of India may continue his questions.

Mr. MITRA (India): Far be it from me to set a precedent for my very experienced colleague of the Soviet Union. I was really trying to comply with what I felt was a quite understandable desire of the USSR delegation to expedite the proceedings on Nauru; but of course I quite understand that there are important questions with which he might like to deal in more detail. I, of course, have no such questions.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics) (interpretation from Russian): I believe that if eight questions are asked by the same representative at the same time, or if they are asked at intervals, this will not change the time to be spent on the consideration of this Territory.

airfield
Mr. MITRA (India): I now pass to my next question. I should like to know something about the airfield which was constructed in the Territory and I should be grateful if the special representative could tell me the total area of cultivable land in the Territory and the total area of cultivable land used for the construction of the airfield. I ask this because I believe that the percentage is very high indeed.

Mr. JONES (Special Representative): I should like notice of that question also, Mr. President.

Mr. MITRA (India): In connexion with this question, I would like to know the following: this airfield has been constructed for four-engined planes and we are told that it has been constructed with a view to the fact that it might be useful in medical emergencies. I wonder if the special representative could, at a later period, tell me if there were any medical emergencies which necessitated its use last year and if not, if he could give an idea of what use this airfield was put to over the past year. I am asking this question because we would like to know what kind of flights are taking place from this airfield and, if I may say so, we would like to know if there are any flights of a military nature taking place from this airfield.

We ask this question because, in an island which has a total population of about 4,300 people, the construction of an airfield capable of receiving four-engined planes appears to be somewhat unusual. I can understand that for an emergency an airfield is essential, but in view of the objections to the use of the land, and so forth, I wonder if I could be enlightened on this.

Mr. JONES (Special Representative): The first part of the question was whether or not the airfield had been used during the year under review for any medical cases. The answer is, no. From my knowledge over the last six or seven years there have been three cases where mercy flights have been made by special permission of the Department of Civil Aviation to Nauru from the nearest point, which I think is Rabaul. The airfield is not used for any military flights.

(Mr. Jones, Special Representative)

The reason the airfield has been extended is that the Department of Civil Aviation, which controls Nauru as part of its territory, will not permit two-engine planes to make the journey from any of the nearby airports. It insists that it must be a plane which can carry sufficient reserve fuel to enable it proceed to Nauru and, in case it cannot land, it has to have at least two hours' or more -- I am not quite sure of the period -- reserve fuel and also enough to take it back to the nearest airport.

It is considered by the Administering Authority that Nauru, in this modern age, should not be left isolated and that provision should be made for an airfield in conformity with the requirements of the Department of Civil Aviation.

Further Mr. MITRA (India): This completely clarifies the position and I am very grateful for this reply.

One question I have is about the problem of the resettlement of the Nauruan population. At various times delegations have suggested that some special and precise information be given in the annual report regarding the exact steps being taken with regard to this problem, which of course is a vital problem for after forty or sixty years, depending on how many phosphate veins are worked, there will be no place for the Nauruans on the island. Perhaps the special representative could give us some precise details about what exactly is being done -- I mean, what kind of consultations, what islands have been surveyed in the last year, what places have been surveyed. We would like some more precise information because it is probably the basic problem of Nauru.

Mr. JONES (Special Representative): Before answering that question, which will take me some considerable time, I should like to draw attention to the way the question was framed which may give the impression that the reason we have to find perhaps a new home for the Nauruans, or the bulk of the Nauruan community, is because of the raising or development of phosphates. I see the representative of India shaking his head so evidently I was mistaken. I just wanted to point out once again to the Council that the main reason is

(Mr. Jones, Special Representative)

the natural increase of the people and the fact that they have reached a standard of living which could not be maintained on Nauru. I might say for the information of the Council that in the opinion of the experts who made a survey a couple of years ago Nauru could only maintain a maximum of 3,000 people on a subsistence economy.

The Administering Authority has always considered it very important that a decision should be reached as soon as possible with regard to the future of the Nauruan community. It may appear to be a long-term problem when it is considered that even when the production of phosphate is stepped up it will still take forty years, but the Administering Authority does not view it in that light. We feel that as soon as a plan of action is decided upon we should carry it out so that we will not disrupt the community and it will be a gradual process, whatever the decision may be. We have always considered that there are three problems connected with the settlement of the Nauruans. First, there should be employment opportunities to enable the Nauruans to maintain at least their present standard of living. Also there is the problem, wherever they go, of finding a community that will accept the Nauruans. Another problem is the willingness and readiness on the part of the Nauruans to mix with the existing people.

From time to time, over the last few years, we have kept the Council informed of the steps being taken and of the many problems which we have to face in this most important task. In my opening statement in 1956 I mentioned that we have examined fourteen locations in various parts of Papua and New Guinea and in other parts of the Pacific but they have all proved unsuitable. We are still making every endeavour to locate a suitable area for resettlement of the Nauruans, although not for a moment do we consider that the only answer to this problem is to resettle them on some other island or in some other area even if that area does provide agricultural potential and the possibility of the Nauruans engaging in employment within a reasonable distance.

Another great problem is the fact that there is no coherent body of opinion amongst the Nauruan people themselves as to what they want to do and I think that is fair and reasonable. I think that if any community was faced with a similar problem and asked "What would you like to do?" you would not get a general opinion

(Mr. Jones, Special Representative)

but you would get various views by various sections of the community. That is exactly what is happening so far as the Nauruan people are concerned. We have made a very careful survey, particularly intensifying that survey following the visit of the last Visiting Mission when they mentioned, among other things, that they had given some thought to resettlement in Australia. We asked each Council member to discuss it with his people and get their views. Twelve months ago I sat in at a meeting with the Councillors and I reported to this Council last year the result of that meeting. I again sat in at a meeting this year and asked them whether they had clarified the position in any way, was there a body of opinion or a majority of opinion for one thing or the other, and they said no, they were still very mixed.

Briefly, and this may be of interest to the Council, apparently the older people -- say those forty and over -- take the point of view that they have their homes in Nauru, they are well settled there and are quite happy, they are getting plenty of money by way of royalties, there is plenty of employment available, everything is provided free -- hospitalization, education, money is provided to the local council for its activities -- they pay for nothing. But they will be dead and gone and the phosphates will still be worked; why should they go? That is very understandable.

Then, there is another group, which we may call the middle aged group -- although probably anyone under forty might object to being called middle aged -- among whom are the land-owners; their parents have died and the land rights have come to them and they feel that they would like to be on the spot when their phosphates are worked to make sure they get their money. That is natural too and quite understandable.

Then there is the younger generation who are influenced by the older people but who just do not know exactly what they feel about it. Quite a number of them, I think myself from my conversations with them -- and this is supported by the Administrator in his conversations and talks with the younger people -- that a lot of them, particularly those who are now attaining some skills, such as artisans, teachers, and as time goes on we hope that some of them will be

(Mr. Jones, Special Representative)

even more highly skilled, and those who are now in the colleges, may obtain employment and settle elsewhere. And it could be that the final solution to this problem will be that the younger people who become skilled will go to other countries and get employment. Some of them may take part of their family with them or a family group will come and join them.

I am speaking now in general terms because this is a problem with many angles. It is not a simple problem where we can just say we will do this or we will do that, particularly since it must be remembered that we have to consider the feelings and the desires of the Nauruan people.

(Mr. Jones, Special Representative)

Now, at the present time, we are intensifying our efforts; we are looking at it from every angle and exploring every possible avenue. I cannot make any promise at all because that would be unfair to my Government, but I should like to assure you that we are definitely intensifying our work on this problem at the present time and it may be that within twelve months or perhaps a little longer we shall come forward with some proposal to this Council that is acceptable to the Nauruans and which will be as near as possible, under the circumstances, to a practical solution of this problem.

Mr. MITRA (India): I wish to thank the special representative for the very, very complete and informative account. As a matter of fact the reason why I asked the question was that we really wanted this sort of information. Incidentally, I must assure him that we do not at all feel that the reason the Nauruans will have no place to live is that the phosphates are being taken out. My connexion was with the economic factor that once the phosphates are not there, there will not be enough subsistence at their present level. That we understand perfectly.

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just in*
I shall now turn to my final question and apologize for the length of my questions. My final question relates to salary scales in the Territory. Last year, as almost every year, the special representative was asked about the differentiation in salary scales between members of various races. In reply to a question from the representative of Haiti, the special representative said the following:

"In the field" -- in connexion with phosphates -- "the Nauruans, Chinese and Gilbert and Ellis Islanders work a forty-four-hour week, after which they are paid overtime. Europeans, on the other hand, work a forty-hour week, after which they are paid overtime. During my recent visit to the Territory I inquired why that should be true in this case when the workers in all other kinds of employment had the same hours. I was given the following explanation: In the countries in which the Europeans are recruited, the normal work week is forty hours. In other words, Europeans normally work a forty-hour week, although they do work forty-four hours a week in their administrations sometimes. If Europeans

(Mr. Mitra, India)

were asked to come to Nauru and work on the basis of a forty-four-hour week it would be difficult to obtain staff. That is why there is a difference in this case between Europeans on the one hand and the Nauruans, Chinese and Gilbert and Ellis Islanders on the other."

What I cannot understand is that if it is necessary to have a forty-hour week because Europeans are used to a forty-hour week, perhaps just to improve the psychological position in this regard, why could not everybody have the forty-hour week or overtime after forty hours. Could the special representative kindly consider whether there are any specific reasons which made this impossible because I think the psychological effect of equating at least the work week would be very desirable?

Mr. JONES (Special Representative): Mr. President, let me make it clear, first, that so far as the Administration employee is concerned, all employees, regardless of race, work the same hours. The only difference is in the field workers of the British Phosphate Commissioners. The Administration is at the present time discussing this point with the British Phosphate Commissioners and suggesting that they should also amend the present conditions so that the same work conditions would apply to all workers. So far there has been no decision, but the discussions are still continuing.

Mr. MITRA (India): It only remains for me to thank the special representative for his very kind and very informative replies and to thank you, Mr. President, for allowing me to ask all my questions all at once. I am quite sure that you will understand this is done with the best of intentions, even though it may not be something which anybody else has to do. I apologize to the Council for breaking an age-old tradition.

Mr. BENDRYSHIEV (Union of Soviet Socialist Republics)(interpretation from Russian): I should like to ask a few questions dealing with the political field. My first question is: How does the Administering Authority envisage creating representative, legislative and executive bodies which would have powers to deal with all phases of life in the Territory?

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Mr. JONES (Special Representative): I have answered that question year after year by explaining that when the Local Government Council exercises more of the authority which it already holds we will be quite happy to grant it further powers. The Nauruans are not yet ready for the type of political advancement as suggested by the representative of the Soviet Union.

Mr. BENDRYSHLEV (Union of Soviet Socialist Republics)(interpretation from Russian): It is quite understandable that the special representative has to answer this question from year to year, since it is indeed one of the most important questions, that is, the development of the representative, legislative and executive bodies in the Territory. It is one of the main steps that can be taken to achieve the purposes of international trusteeship in that Territory. I should like, therefore, to have a more precise answer. When does the Administering Authority feel that it will be able to grant such powers to the indigenous inhabitants, that is, to grant them representative, legislative and executive organs of their own? Maybe the special representative will be able to give me a more precise answer to this question. In this connexion I could ask yet another question. Does the Administering Authority have any plan for the prospective development of the Territory, due consideration being given to the purposes of the Charter and the Trusteeship System? Or, indeed, maybe the Administering Authority has no such plan to implement those aims in this Trust Territory.

Mr. JONES (Special Representative): The political development of the Nauruan people is being assisted in every possible way by the Administering Authority. As they progress, so they will be given further powers. The whole position with regard to the future of Nauru and the attainment of self-government or independence, as envisaged by the Trusteeship Agreement, must of course be considered in relation to the future of the Nauruan community. I would hasten to assure the representative of the Soviet Union, however, that that is not influencing in any way the steps we are taking for their political development. As they advance and become mature and show that they can accept further responsibilities, so those responsibilities will be given to them.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics)(interpretation from Russian): Perhaps the special representative could give us a more concrete answer. Does the Administering Authority believe that conditions will be such as to enable it to create, in four, five or ten years, for instance, a legislative organ or a representative organ or an executive organ, or does the Administering Authority have no plans at all in this respect?

Mr. JONES (Special Representative): Under the circumstances of Nauru and the state of the political advancement of the Nauruans, it is impossible to have a blueprint.

(Mr. Jones,
Special Representative)

We are working towards a general plan, but there again the whole plan for the political development of the Nauruan people is conditioned by whatever their future may bring forth. For instance, if the Administering Authority in its next report puts forward a proposal to this Council that the Nauruans be transferred to Australia, or that they be transferred to New Guinea, what then happens to their political development? This is a matter we have got to deal with in a common-sense way, and in the meantime, as I say, we have all these things in mind, but they are not influencing us against their political development. As in any other Territory, as the people advance they will be given more power. If they remain on the island for the next fifty years and are not moved, no doubt they will reach the stage envisaged or suggested by the representative of the Soviet Union.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics)(interpretation from Russian): I need only point out that this Territory is a Trust Territory and that its Administering Authority is therefore definitely committed to the obligation to foster progressive development in the political and economic fields, and to other obligations. These are commitments under the Trusteeship Agreement. Thus, no matter what may be the future of this Territory, the development of the Territory must be determined in accordance with the wishes of the population and in accordance with the Trusteeship system. The Administration is under the obligation to foster the development of political organs in the Territory; the Administering Authority has definite commitments in this respect, both under the Charter of the United Nations and under the Trusteeship Agreement. The question arises: how does the Administering Authority propose to implement its commitments under the Charter and the Trusteeship Agreement? If no blue prints are available for the political development of the Territory, I would yet ask for information on the plans the Administration is making for the implementation of its commitments in the political field -- commitments assumed under the Charter of the United Nations and under the Trusteeship Agreement. Does the special representative wish to answer this question?

Mr. JONES (Special Representative): Everything the representative of the Soviet Union has said is logical, and is merely repeating what I have said in different terms. We are fostering the political development of the Nauruan people, but owing to the circumstances of the Territory we have no blue print at the present time as to what the position may be within twenty or thirty years. Each year we deal with the position as we find it, and when the Nauruans have reached the stage of political maturity where they can be given further responsibility and another step in their political advancement, that step will be taken.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics)(interpretation from Russian): I will make a further statement on the position of my delegation in this matter during the general debate.

My next question deals with the administration of the phosphate industry. How many Nauruans have been appointed, in the course of this year, to fill responsible posts in the Administration, and in the phosphate industry? Here take note of the statement made by the special representative regarding the change made in the status of an administrative officer who held the position of Nauruan Affairs Officer and has now been appointed to the position of Administrative and Nauruan Affairs Officer. Apart from this official, how many Nauruans are engaged in the administration and in responsible positions in the phosphate industry? Was a single Nauruan added to those already occupying such positions, during the past year?

Mr. JONES (Special Representative): In regard to the employment of Nauruans by the Administration, a list is contained in the appendices showing the positions that are occupied by Nauruans.

So far as the British Phosphate Commissioners are concerned, there has been no appointment to an executive or senior position. I might add, if I may, that the report will indicate the stage of advancement -- the educational advancement -- of the Nauruan people, and the steps that have been taken to assist them over the years. We regret that more Nauruans have not reached a standard where they can be appointed to these more senior positions. That is the only reason why there have been only the two appointments over the last twelve months. It is not

(Mr. Jones,
Special Representative)

because we do not want to appoint Nauruans to these senior positions; it is because the Nauruans have not reached the standard where they would be suitable for appointment.

Mr. BEENDRYSHEV (Union of Soviet Socialist Republics)(interpretation from Russian): I do not quite understand what two persons the special representative refers to in this allusion. Last year it was noted that but one Nauruan was appointed to a responsible position, that of Nauruan Affairs Officer. Now this same official has apparently received a different title. The special representative mentioned two Nauruans as having been employed in responsible positions. I would appreciate clarification on this point. Perhaps the special representative will be able to inform me whether the Administering Authority has any blueprints for the transfer of responsible positions in the Administration and in the phosphate industry to Nauruans. Perhaps the special representative will be able to tell us how many such positions will be transferred to Nauruans within, let us say, three years. Or are there no such plans?

Mr. JONES (Special Representative): The two positions I was referring to include, of course, the one occupied by Mr. Raymond Gadabu. That position has been, shall we say, transferred; from being classified as Nauruan Affairs Officer it may now be referred to as an executive position -- Administrative and Nauruan Affairs Officer -- and the salary paid is commensurate with the increased responsibility. It can now be said that this officer is occupying an executive position with the Administration of the Territory.

The other Nauruan I was referring to is Mr. Jacob Aroi, who has been appointed a magistrate of the District Court.

So far as a blueprint is concerned -- one aimed at deciding on the appointment of Nauruans to senior positions in the Administration and with the British Phosphate Commissioners -- there are only two avenues of employment in Nauru: that is, the Administration, and the British Phosphate Commissioners. All the Nauruans who are at present undergoing special training in Australia will be employed by one or the other on their return.

(Mr. Jones,
Special Representative)

I take it that the distinguished representative of the Soviet Union has in mind that we select a Nauruan by name, and we say, "We will train this chap to be an engineer with the British Phosphate Commissioners"; that we select another Nauruan by name and train him to be the postmaster. If that is the suggestion, my answer is, no, we do not do that. But we try to train Nauruans for the highest positions to which they can attain; we give them every opportunity of advancing, with, if necessary, higher education. There is no limit to how far they can go, with the assistance of the Administering Authority. The only limiting factor is the Nauruans themselves.

(Mr. Jones, Special Representative)

At the present time, we have, as I have said in my opening statement, various Nauruans who have passed the leaving certificate and are now going to colleges, studying agriculture, building construction, and one or two other -- if we can call them -- professions or trades. On their return, if they qualify, they will be appointed by either the Administering Authority or the British Phosphate Commissioners, which will employ all Nauruans in positions commensurate with the skill and with the academic standard they attain during their schooling in Australia, or even that which they attained in the secondary school in the Territory.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics) (interpretation from Russian): If I understood the special representative correctly, the Administering Authority has no concrete blueprints with regard to the replacement of Europeans by Nauruans in responsible positions in the Administration and the phosphate industry. With regard to the progress mentioned by the special representative, we have to point out the fact that, in the course of eleven years of Trusteeship Administration, only one single Nauruan obtained a leading position in the Administration; he is dealing now with Nauruan affairs.

I wish to thank the special representative for his answers and I have no further questions with regard to the political field.

Mr. KELLY (Australia): I should like to supplement the remarks of the special representative by stating that, while it may be true that there is no blueprint for the replacement of a given European by a Nauruan, there is a blueprint for the total education of all Nauruans to the maximum of their capacities.

I hope that the distinguished representative of the Soviet Union is not suggesting that a 15 year old or a 16 year old boy -- who has passed his intermediate certificate -- should be placed in a senior executive position in the Administration before he has attained adulthood.

Mr. BENDRYSHEV (Union of Soviet Socialist Republics) (interpretation from Russian): Perhaps the distinguished representative of Australia will be able to tell us how long this Territory has been administered by Australia. Doubtless, the population includes not only 15 year olds, but adults as well.

Mr. KELLY (Australia): The special representative has repeatedly assured the Council today that every Nauruan capable of exercising responsibility in the Administration or in the phosphate industry will be provided with responsible employment therein. There is no limitation on the capacity of the Nauruan to obtain employment, save his own desire to qualify for that employment. No limitation is imposed by the Administration; the only limitation arises from, perhaps, a possible lack of ambition of the Nauruan people themselves.

The PRESIDENT (interpretation from French): I have one more speaker on my list, the representative of China. I wish to ask him whether he has many questions, or whether there are other representatives who wish to continue to put questions with regard to the political field.

If the representative of China is the only speaker, we may dispense with the usual recess and finish our work right away. Are there any other representatives who wish to put questions today? I see that there are none and I would, therefore, suggest that the representative of China ask his questions now and these will be the last questions today.

Mr. YANG (China): I have very few questions to ask in the political field. My first question relates to the development of universal-suffrage-and elections. On page 41 of the annual report, under the heading of the subject to which I have just referred, it was stated that:

"The Administering Authority is at present giving consideration to amendment of the Nauru Local Government Council Ordinance to change the provision that the Administrator may act as Returning Officer and to provide for appeals in connexion with an election to be to the Central Court."

Does the special representative have anything to say to the Council as regards the present status of this contemplated amendment? That is my first question.

Mr. JONES (Special Representative): That resolution arose when it was pointed out by a member of this Council that it was considered undesirable for the Administrator to act as Returning Officer at an election and, at the same time, he would be, as it were, the court of appeal, and it was suggested that the Ordinance

(Mr. Jones, Special Representative)

be amended to provide that some other person would be the Returning Officer and that the appeal be made to a court. Steps are at present being taken to amend the Ordinance to give effect to that resolution.

Mr. YANG (China): On page 13 of the annual report, we note that under provisions of the Nauru Local Government Council Rule No. 4, a number of committees have been appointed by the Council. Of course, it is not a suggestion to ask the special representative to inform the Trusteeship Council of the activities of all these standing committees; but, in view of the fact that the Trusteeship Council has attached great importance to the formulation of plans for the possible resettlement of the Nauruan community, my delegation will be most appreciative if the special representative will be good enough to tell the Council something about the work of the New Homes or Resettlement Committee. I do not know if there is any connexion or link between the standing committee and the special committee, with which the Administering Authority, we are told, has been in full and close consultation. Perhaps this standing committee is a substitution for the special committee; in any event, I shall appreciate any clarification that the special representative may be able to give the Council in this regard.

Mr. JONES (Special Representative): The standing committee of the Nauru Local Government Council, which deals with the New Homes or Resettlement Committee, is the committee which has more or less formed a committee of consultation with the Administrator and it is the committee with which the Administrator advises in regard to any steps or the feelings of the Council in regard to any movement or activity of the Administering Authority in regard to the settlement of this problem.

I might add that in addition to discussing it with this special committee, which is more or less a working committee, at every monthly meeting of the Nauru Local Government Council the Administrator outlines to them what has been done during the month in regard to this problem.

Mr. YANG (China): On page 15 of the annual report, we note that at the request of the Nauru Local Government Council, the commencement of three Ordinances has been delayed. Could the special representative tell us what accounts for these delays, of course bearing in mind the fact that at least one of the Ordinances was agreed to by the previous Council.

Mr. JONES (Special Representative): One of the Ordinances, I take it, is the Social Services Ordinance; the reason that that has been held up is that the intention was -- and actually the Local Government Council itself had more or less originally agreed when they were given authority to impose and collect taxes and rates -- that the Council would apply a tax to meet the costs of this particular scheme.

(Mr. Jones,
Special Representative)

When it came down to actually taking the step, they more or less disagreed and thought that the money for that scheme should be provided out of the phosphate revenues.

The reason, of course, for suggesting to the Nauruans that they should finance the scheme themselves is to give effect to the feeling of this Council that the time has arrived when the Nauruans, for the sake of their own development and to give them an appreciation of responsibility instead of getting everything for nothing, should learn that they must pay for some things and that it would be good for them to impose taxes for certain purposes upon members of their community. We have tried to impress this upon the Council, but so far they have not agreed with regard to this particular Ordinance. The matter is not finalized, however and is still being discussed with the Administrator.

With regard to the Nauru Community Ordinance, I discussed this with the Nauru Local Government Council while I was in the Territory and apparently the two points which are holding it up are that the present Council is not quite in agreement with the idea that the only other Pacific Islanders eligible for admittance to the Nauruan community would be those sponsored by Nauruans or by the Council itself. It is on that point that they have now ascertained the feelings of the Nauruan people, as is their custom. The other point is whether the residential requirement should be increased from seven to ten years. These are actually only minor points but they are taking quite a while to settle them and in the meantime they have asked us not to bring the Ordinance into force.

The other Ordinance is the Housing Ordinance, which is in operation now and, as I mentioned in my opening statement, the 350 houses which were erected under the Nauruan Housing Scheme which came into operation on 1 February 1958 will be rented or sold according to its provisions.

See Govt. (over)
Mr. YANG (China): I am very much indebted to the special representative for his full replies to my questions. I come now to my last question.

On page 14 of the annual report, we are glad to note that the Territorial estimates are now made available to the Nauru Local Government Council for its information and comments. Could the special representative tell us what are the reasons for the delay in sending to the Administration that Council's

comments and replies, and whether such comments and replies have ever been submitted to the Administration. I understand that at the time this report was submitted -- that is, after a lapse of some six months -- such replies and comments had not been submitted.

Mr. JONES (Special Representative): No, the Nauru Local Government Council has not yet submitted its comments. They say that the matter is somewhat complicated and it takes them some time to understand them, although the Government officers have assisted them. They also feel that the matter is not urgent and they will eventually give their views and submit comments.

Mr. YANG (China): I have no more questions. I wish to thank the special representative for his replies to my questions.

The PRESIDENT (interpretation from French): Before adjourning the meeting, I should like to appeal to the members of the Council to prepare to put questions to the special representative on political advancement so that we may have a list of speakers for tomorrow. I hope that at that time we can complete our consideration of political questions on Nauru so that we may proceed to other questions.

A question has been put with regard to the organization of our future work. Should we meet at 2 or 2.30 p.m.? Some delegations have expressed the desire to meet at 2.30 p.m. I think that at the present stage there will be no objection to such a proposal and at a later stage in our work we will be able to see whether or not meeting at 2.30 gives us sufficient time.

Since I hear no objection, we will meet tomorrow at 2.30 p.m.

The meeting rose at 4.15 p.m.

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Trusteeship Council
22nd Session
2nd Meeting (PM)

Press Release TR/1391
10 June 1958

TRUSTEESHIP COUNCIL -- TAKE 1

The first item considered by the Trusteeship Council this afternoon was a study (Doc. T/1369) of rural economic development in the trust territory of Ruanda-Urundi administered by Belgium. The report was prepared by the Committee on Rural Economic Development of the Trust Territories. It is the first of the studies of the problem in individual territories to be completed by the Committee.

The Committee was first established by the Council in 1951 in response to a General Assembly request. It was instructed to study the problem of land tenure, land alienation and land utilization in the trust territories and to prepare recommendations taking into account the present and future needs of the indigenous inhabitants, the future economic requirements of the territories, as well as the social and economic consequences of the transfer of land to non-indigenous inhabitants.

The earlier sessions of the Committee were devoted to the collection of the basic data required for its studies. Last January, the Committee began its studies, territory by territory, beginning with Ruanda-Urundi. The present report is the first of the series to be completed.

The report contains, in annex I, a study of population, land utilization and land system in Ruanda-Urundi and, in annex II, a number of draft observations and conclusions on the subject. On population, for example, the report commends the administering authority for the measures taken to relieve undue population pressure; on land tenure, it expresses confidence that Belgium will continue to promote the recognition of individual rights and their acceptance by African opinion.

On land alienation, the report notes that only about 0.7 per cent of the total land area has been alienated and that, at the end of 1955, there were only 192 non-indigenous settlers. It commends the administering authority for the "care" which has been exercised in the alienation of land and considers that the "present policy of only authorizing temporary or permanent alienation of agricultural land for educational or economic reasons in the public interest should be continued."

(more)

The report was presented today by SIR ANDREW COHEN (United Kingdom), the Chairman of the Committee. SIR ANDREW said that the Committee intended, during the current session of the Council, to take up next a study of similar problems in the trust territory of New Guinea administered by Australia. During the next session, the Committee planned to take up the study concerning Tanganyika administered by the United Kingdom, he said.

Following a brief discussion, the Council agreed, on a suggestion by RIKHI JAIPAL (India), to postpone detailed consideration of the report until a later date during the course of the present session.

JOSEPH L. ORR, representative of the Food and Agriculture Organization, in reply to a question by the representative of India, said that the observations that his organization in collaboration with the International Labor Organization would submit on the subject could not possibly be ready for the current session. The field work which FAO planned to carry out, he said, was not yet under way.

The Council then took up its next item, the examination of conditions in the trust territory of Nauru. The territory is administered by Australia on behalf of Australia, New Zealand and the United Kingdom which together constitute the joint administering authority.

Opening the discussion on Nauru, E. RONALD WALKER (Australia) presented the report of the administering authority covering the period of 12 months ending 30 June 1957.

As members were aware, Mr. WALKER said, Nauru was an "extremely small trust territory." Consequently, in some respects, the territory was confronted with problems different from those faced by other territories. Politically, he said, Nauru presented a problem of local government rather than of national government. The administration was particularly concerned with problems facing the people as individual human beings.

The report on Nauru, he added, gave an account of "encouraging, continuing progress in human terms."

Nauru, a small island located in the central Pacific near the Equator, has a land area of approximately 8.2 square miles, and a total population of 4,303, of whom 2,093 are Nauruans, 373 Europeans, 732 Chinese and 1,105 other Pacific islanders. The territory's only important economic resource consists of extensive deposits of phosphates.

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Trusteeship Council
22nd Session, 2nd Mtg. (PM)

Press Release TR/1391
10 June 1958

TRUSTEESHIP COUNCIL -- TAKE 2

The Council then heard a statement by JOHN H. JONES, the special representative for Australia, who described "developments of importance" which had taken place in the year under review. He also spoke of "some significant developments" in the nine-month period ended 31 May 1958.

Mr. JONES said the administrator had continued to assist and encourage the Nauru Local Government Council to exercise its powers and functions. The Council, he said, "has taken an active interest in Nauruan affairs generally." At the suggestion of the administrator, it had made two rules since the close of the year under review -- one for the control of buildings and the other to control the disposal of rubbish.

The Council however had not "shown much initiative" with respect to the making of rules within its competence or in the examination of proposed new ordinances referred to it for comment. "To this extent," he said, the Council "has not realized the hopes of the administration."

Referring to the royalty payments by the British Phosphate Commissioners, which operate the island's phosphate industry, Mr. JONES said the payments to, or for the direct benefit of the Nauruan people (which up to 30 June 1956 had totaled £880,000) had, on 30 June 1957, increased to more than £980,000. The total, he added, did not include payments by the Phosphate Commissioners toward the expenses of the administration.

From time to time, the special representative continued, royalty rates had been increased, and negotiations for a further increase had been in progress for some time between the Nauru Local Government Council and the Phosphate Commissioners. However, no decision had yet been reached. The policy of the administering authority, he explained, "is to place emphasis on building up a fund adequate to meet the cost of ensuring the future well-being of the community."

Administration expenditures for the year totaled £302,350, Mr. JONES went on. This included £40,910 for health, £44,940 on education and £16,980 on social benefits, he said.

(more)

As regards the question of the future of the Nauruan community, after the island's phosphate deposits have been exhausted, he said this matter had continued to receive the "close attention" of the administering authority. The administering authority was "intensifying" its efforts to find a practical solution to this problem and it would report its proposals to the Trusteeship Council as soon as possible.

Mr. JONES then referred to developments in other fields, including public health and education. "Good progress," he said, "is being made in the field of education." The school system was organized to provide "effective education" for all the children of the several racial groups in the territory. However, differences in language and cultural backgrounds had made it necessary to provide the different types of schools as described in the annual report.

The administering authority, he declared, "attaches great importance" to developments in the educational field, in particular to giving Nauruans such technical and other knowledge as would facilitate their participation in the administration of the territory and assure their future economic well-being if or when their community had to proceed elsewhere.

Following these opening statements, the Council then began its detailed examination of conditions in the territory. In reply to questions asked by the representatives of India, the USSR and China, the special representative gave further clarifications concerning the situation in the territory.

Questioning of Mr. Jones on conditions in the territory will be continued by the Council at 2:30 p.m. tomorrow, 11 June.

(END OF TAKE 2 AND OF PRESS RELEASE TR/1391)