

BRITAIN AND TRUSTEESHIP

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BRITAIN AND FREEDOMSHIP

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INTRODUCTION

THE WORD "TRUSTEESHIP" has been adopted by the United Nations to express their attitude towards the future of dependent peoples. It is not a new word. It has been used for more than a century and a half to denote the restraining and humanizing influence in colonial affairs. It has always meant a moral obligation on the part of advanced nations towards backward peoples, and in the course of time its political and economic meaning have become more and more clearly developed. Until the Mandates System came into existence after the first World War, the principle of trusteeship had been worked out by individual nations in the colonial territories for which they were responsible. The Mandates System was the first international attempt to apply this principle, and it recognized an obligation on the part of the whole world towards dependent peoples. The United Nations Charter defines this obligation in wider and more specific terms. Like the Mandates System, it draws on the accumulated experience of the colonial powers in its task of ensuring international peace and security in the modern world. In order to understand how Britain can contribute to the success of this task in the colonial sphere, it is necessary to know something of the history of the principle of trusteeship, and of the leading part that Britain has played in shaping it.

The Humanitarian Movement. The doctrine of trusteeship was not in the first place the fruit of international conferences or even a deliberate formulation of policy on the part of any government. It was born of a remarkable expression of public feeling in the late eighteenth and early nineteenth centuries. This, known as the humanitarian movement, centered for many years in the attack on slavery, but in reality, as Livingstone said, took all human misery for its field. It is usually considered to be Edmund Burke who first spoke of the administration of dependent peoples as a trust. In a speech on a Bill to reform the Government of British India in 1785 he said, "Every species of political dominion and every description of commercial privilege . . . are all in the strictest sense a *trust*; it is the essence of every trust to be rendered *accountable*." Burke was speaking at a time when the great leaders of the anti-slavery movement were already making themselves heard in Britain, but it was to be more than fifty years before this attitude became an official part of British policy. When, however, in 1837, the attitude which he voiced was explicitly adopted by a Committee of the House of Commons which had been appointed to consider "the treatment of aboriginal tribes in British territories," the ground had been well prepared, and the principle took firm root. In the interval, Parliament had passed the Act for the Abolition of the Slave Trade in 1807, and the Emancipation Act in 1833, the British Navy was actively fighting the slave trade off the coasts of Africa, and one of the present units of the British Empire had come into being through the purchase of land in Sierra Leone, by a group of British abolitionists in 1788, to form a settlement for liberated African slaves. Meanwhile, in America, the idea of trusteeship found its first legal interpretation. In 1831, in a case entitled "The Cherokee Nation versus the State of Georgia," Chief Justice Marshall ruled that the Federal Government must regard itself as trustee for the lands held by the Indians. In America, too, a body of philanthropists united in 1820 to found a settlement for ex-slaves at Monrovia, in what is now Liberia.

The Influence of Explorers and Missionaries. After the abolition of slavery in the British Empire in 1833, those sections of public opinion which had been

responsible for bringing it about, directed all their energies towards improving the general welfare of native peoples. They turned their attention first to colonial territories where the task of implanting new standards of life would be assisted by the presence of settled administrations. They had by this time the support of an increasing number of missionaries who added considerable weight to their efforts, particularly in the field of education. In Nyasaland and Uganda missionary schools were firmly established before those territories became British protectorates, and throughout British African territories today missions of all denominations and nationalities still make an important contribution to education, in close collaboration with the local governments. Meanwhile, explorers and missionaries continued the penetration of the great undiscovered regions of Africa, bent as much upon unmasking and suppressing what still remained of the slave trade, as upon exploration or proselytizing. Outstanding among these was David Livingstone, a Scot, whose travels, as both missionary and explorer, drew support for the humanitarian cause from all over the world. Throughout the middle years of the century their work continued unabated. It was during the nineteenth and early twentieth centuries that the second British Empire, succeeding the first empire in America, came into existence. At the same time, British colonial policy was gradually turning in a completely new direction, and the humanitarian movement had a profound influence on the direction which this policy ultimately took.

The Political Aspect of Trusteeship. In its beginnings, the doctrine of trusteeship was largely ethical. But towards the middle of the nineteenth century its political aspect began to take shape. In 1839, an event of far-reaching importance took place in the British colonies in Canada. This event was Lord Durham's report, advocating responsible self-government. Although the colonies to which it immediately referred were peopled mainly by white settlers, it is the key to political development throughout the British Commonwealth and Empire since that time. It has resulted in the emergence of Canada, Australia, New Zealand, and South Africa as entirely autonomous states, in the gradual handing over of the reins of government to the people themselves in all other parts of the Empire, and its main principle—the development of self-government—is now, on Britain's initiative, an integral part of the United Nations Charter.

The Economic Aspect of Trusteeship. The economic aspect of trusteeship had been developing side by side with its ethical aspect. Missionaries and others engaged in fighting the slave trade in Africa encouraged the substitution of legitimate commerce for the commerce in human beings and, largely through their influence, it came to be recognized that the commercial development of such territories must have the positive aim of contributing to the welfare of the inhabitants. Today, however, the economic doctrine of trusteeship is two-sided. It requires the development of backward areas in the interest both of the indigenous inhabitants and of the world as a whole. The recognition of the interests of the indigenous inhabitants developed from the struggle of the humanitarian spirit against the conditions of life in Africa under the system of slavery. So too, the recognition that the whole world and not only the administering power should benefit from the opening-up of backward areas, developed somewhat later from a parallel struggle—that of the conception of these areas as trusts against the spirit of international competition for their control, a struggle which has persisted, in varying forms, up to the present day. Its most startling manifestation took place in the last two decades of the nineteenth century, the era of the "scramble

for Africa." This was led by certain European countries, mainly in a desire for the acquisition of colonies for national prestige. Not many years earlier, the British Government had been attempting unsuccessfully to pull out of many of its commitments in Africa. British merchants had been ordered to withdraw from the Gold Coast, but had refused to leave in the ship that was sent to fetch them away, and the Government found that it was not easy to relinquish the responsibilities which it had assumed for peaceful administration. But in 1865 a report of the House of Commons positively advised against further extension of sovereignty. When, however, Germany began to annex large areas of Africa which had been opened up by British pioneers, and Britain saw her trading interests threatened, she too joined reluctantly and belatedly in the scramble.

The Berlin Conference, 1884-1885. In 1884 Germany called a conference at Berlin to regulate the claims of the various powers. This was attended by most of the western European countries, Russia, and the United States. The resulting Treaty was the first international convention laying down principles for the administration of dependent territories. It was, however, mainly concerned with regulating conditions of trade for the Great Powers, and with avoiding disputes over the acquisition of territory, but at the same time it specifically acknowledged an obligation to further the moral and material well-being of the native population. Its chief practical outcome was the establishment of free trade in an area known as the Congo Basin. This area included the whole of the Belgian Congo and Ruanda-Urundi (then part of German East Africa), parts of Abyssinia, French Equatorial Africa, and Italian Somaliland, the whole of the British territories of Kenya, Uganda, Tanganyika (then German), and Nyasaland, part of that of Northern Rhodesia, and part of the Sudan. This Treaty was subsequently modified at various dates, lastly by the Treaty of St. Germain in 1919, when complete commercial equality in the original area was granted to all Members of the League of Nations. The United States was also a signatory to the Treaty, thereby acquiring the same trading advantages as the other countries concerned.

Change of Attitude Between 1885 and 1945. The Berlin Treaty gave first place to questions of commerce and acquisition of territory, and merely acknowledged in principle certain obligations towards the native peoples. By 1919, when the Mandates System was set up under the League of Nations, the interests of the peoples themselves had assumed first place, though commercial equality for all members of the League was still laid down for certain classes of Mandate. In 1945, when the Trusteeship System was embodied in the United Nations Charter, obligations towards the inhabitants of dependent territories were elaborately defined, and equality of economic opportunity was made dependent on the interests of these inhabitants. Both systems will be described in detail later. Meanwhile, it is necessary to see how the application of the principle of trusteeship in all its aspects, ethical, political, and economic, by colonial administrators had helped to bring about this change of attitude.

Development of the Principle in British Territories. In British territories, one of the most outstanding figures of this period was a soldier, Colonel (later Lord) Lugard, who took up and expanded the work of the missionaries. From 1900 onwards in Nigeria, he developed the theories of the "dual mandate" and "indirect rule." The dual mandate meant the development of the country first for the advantage of the inhabitants, and secondly for the world; and indirect rule meant the use of native institutions to educate the people to rule themselves.

Although it was Lugard who worked out the theory of indirect rule in detail, the idea had already been applied in the Far East at the end of the eighteenth century by Sir Stamford Raffles, and in Fiji in the 1890's. Today, it is used in the majority of British territories in Africa.

With the progress of the territories, it came to be felt in Britain that the Mother Country should play a more active part than that merely of guardian to a ward which the word "trusteeship" suggests. The conception of trusteeship forbids the guardian to profit from the ward's estate, but it does not suggest that the trustee should assist the ward out of his own pocket. This, however, the British Government had frequently done, though before 1929, only in special cases where a colony could not meet its bare cost of administration. In 1929, a Colonial Development fund of £1,000,000 (\$5,000,000) a year was instituted to promote agricultural and industrial development in the colonies. In 1940, it was decided to go much further, and the earlier Colonial Development fund was replaced by a new Colonial Development and Welfare vote providing for an expenditure of £5,500,000 (\$22,000,000) over the next ten years for a much wider range of objects. At the same time, £11,000,000 (\$44,000,000) of debts from the colonies to Britain were canceled. In 1945, the provisions of this Act were still further extended, and the sum provided over the years 1946-56 is now £120,000,000 (\$480,000,000).

British Policy Today. The latest official summing up of British colonial policy was made by the Secretary of State for the Colonies in the House of Commons in July, 1946: "I can say without hesitation that it is our policy to develop the colonies and all their resources so as to enable their peoples speedily and substantially to improve their economic and social conditions, and, as soon as may be practicable, to attain responsible self-government." This statement in no way differs from the principles contained in the Trusteeship chapters of the United Nations Charter. It also has behind it the accumulated experience of all the years through which this policy has been consistently pursued and developed, and which Britain is now prepared to put at the disposal of the United Nations.

THE MANDATES SYSTEM

AFTER THE FIRST WORLD WAR, the Allied Powers were faced with the problem of how to dispose of the dependent territories taken from Germany and Turkey, the defeated powers. This contingency was the immediate reason for the adoption of the Mandates System as a form of government. But, as has been shown, the ideas underlying this system had been taking shape for a long time both in colonial theory and practice, and were widely supported by public opinion. The Berlin Act of 1885 had been a first attempt to embody them in an international convention. The Mandates System went much further.

The Principles of the System. The principles of this system were laid down in Article 22 of the Covenant of the League of Nations. The first is that, to the territories concerned,

"which are inhabited by peoples not yet able to stand by themselves in the strenuous conditions of the modern world, there should be applied the principle

that the well-being and development of such peoples form a sacred trust of civilization."

The next is that

"the tutelage of such peoples should be entrusted to advanced nations . . . and that this tutelage should be exercised by them as Mandatories on behalf of the League."

Further, it is provided that the Mandatory shall render an annual report to the League on the territories committed to its charge, that the League shall define the degree of control to be exercised, and that a permanent commission shall be set up to advise the Council of the League on all matters relating to the observance of Mandates.

The well-being and development of the native people was, then, the primary aim of the system. This was to be achieved by entrusting their tutelage to advanced nations who, in accepting the Mandate, would at the same time assume certain legal obligations towards the people. These Mandatories would, besides, be obliged to render an account of their administration to the League of Nations. The setting up of a higher international authority, responsible for seeing that the Mandates were faithfully carried out, was the most original feature of the system. The Berlin Act of 1885 had not provided for any element of regular supervision, and the Permanent Mandates Commission originated in a British proposal first made in January, 1919.

The Different Classes of Mandate. These main provisions applied to all classes of Mandates. Since, however, the character of the Mandate would be bound to differ according to the stage of development of the people and the geographical and economic circumstances of the territory, they were divided into three groups, described in paragraphs 4, 5, and 6 of Article 22 of the Covenant of the League.* These groups are often referred to for convenience as "A," "B," and "C" Mandates, respectively.

"A" Mandates were applied to certain communities formerly belonging to the Turkish Empire which were considered to have reached a stage of development where their independence could be provisionally recognized, subject to administrative advice and assistance from a Mandatory until they were able to stand alone. The wishes of these communities were to be a principal consideration in the selection of the Mandatory.

"B" Mandates were applied to the ex-German colonies in Central Africa, the Cameroons, Togoland, Tanganyika, and Ruanda-Urundi, territories which were not ready for independence. Here the Mandatory was responsible for the administration, under certain specified conditions designed to prevent abuses and to ensure that the welfare of the inhabitants should be the first consideration. In all these Mandates, except that for Tanganyika, the Mandated area was to be administered in accordance with the laws of the Mandatory as an integral part of his territory, subject to these conditions. The establishment of fortifications or defense bases and the organization of native military forces for other than police purposes or the defense of the territory were forbidden. The Mandates for the French spheres of Togoland and the Cameroons, however, unlike those for the British spheres, or for Tanganyika or Ruanda-Urundi, provided that troops thus raised might, in the event of a general war, be utilized to repel an attack or for the defense of the territory outside that subject to the Mandate. The Mandatory

*See *Appendix III*.

was also obliged to secure equal opportunities for the trade and commerce of all members of the League of Nations.

"C" Mandates (South West Africa, New Guinea, Western Samoa, Nauru, and the Caroline, Marianna and Marshall Islands) were applied to territories which, owing to their particular circumstances, could best be administered as integral portions of the Mandatory's territory. The laws of the Mandatory Power might be applied to them, with such local modifications as circumstances might require, subject to the same safeguards in the interests of the natives, including those relating to defense bases and military training, as applied to the British and Belgian "B" Mandates.

Distribution of the Mandates. It lay with the Supreme Council of the Allied Powers to allocate the Mandates, and this was done between May, 1919, and April, 1920. It was the responsibility of the League of Nations to confirm the Mandates after approving the terms in each case. This took place between December, 1920, and July, 1922. The treaty between Britain and Iraq, which regulated the relations between Britain and that territory, was however only approved by the League of Nations in September, 1924. The United States concluded treaties with the Mandatory Powers covering all territories except New Guinea, Western Samoa, Nauru and South West Africa, which gave the United States the same rights as League Members in respect of the territories concerned.

The Permanent Mandates Commission. The organ of the League responsible for advising the Council on all matters relating to the observance of the Mandates, was the Permanent Mandates Commission. This body consisted originally of nine, and later of ten members, the majority of whom were required to be nationals of non-Mandatory states. All were appointed by the Council and selected for their personal merits and competence. A condition of their eligibility was that they should not hold any office which put them in a position of direct dependence on their governments. They were thus appointed as independent and impartial individuals and not as national representatives. Among the members who served for a number of years was Lord Lugard, who brought with him the experience of a lifetime spent in working out in British African territories the principles subsequently adopted by the League of Nations.

The functions of the Permanent Mandates Commission were advisory. It examined the annual reports submitted by the Mandatories, could make requests for further information, and submitted observations to the Council. Although neither the Council nor the Commission were expressly empowered by the League Covenant to consider petitions, the examination of petitions, both from the inhabitants of the Mandated territories and from other sources, grew up in practice, and was governed by rules of procedure largely of British origin. The Commission was advisory to the Council of the League, which had the authority to make recommendations to the Mandatory Powers. The Council was the authority whose approval was required on amendments to, or termination of, a Mandate.

Application of the System. Such were the main features of the Mandates System. Its application to territories under British Mandate can be studied in the comprehensive annual reports presented by Britain to the League of Nations, and in the annual reports of the various government departments published by the territories concerned.

The history of the Mandated territories under British administration is summarized in Appendix I.

THE TRUSTEESHIP SYSTEM

THE MANDATES SYSTEM automatically suffered the same fate as the League of Nations, of which it was an integral part. When a new world organization came to be discussed, not only the future of the Mandated territories, but the wider question of the future of dependent areas in general came under review.

The subject had arisen (but only to be deferred for further consideration) at Dumbarton Oaks, in 1944, and again at Yalta, in February, 1945. At Yalta it was agreed that the San Francisco Conference (then decided upon) should draw up a trusteeship system capable of application to existing Mandated territories, territories to be detached from the enemy as a result of the second World War and any other territories which colonial powers might voluntarily place under it.

The United Nations Charter. Three chapters of the United Nations Charter, which was drawn up at San Francisco, are devoted to non-self-governing territories. Chapter XI consists of a general declaration regarding the administration of these territories, Chapter XII sets up an international trusteeship system which may be applied to the three classes of territories mentioned in the Yalta formula described above, and Chapter XIII deals with the composition of a Trusteeship Council.

Declaration Regarding Non-self-governing Territories. Under the general declaration in Chapter XI, Members of the United Nations who are responsible for the administration of territories that are not yet fully self-governing

“recognize the principle that the interests of the inhabitants . . . are paramount, and accept as a sacred trust the obligation to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories.”

A series of detailed undertakings follows, relating to political, social, economic, and educational advancement, to the development of self-government, to the furthering of international peace and security, and to the promotion of constructive measures of development. The responsible Member States undertake besides to transmit regularly to the Secretary-General, for information, statistical and other material relating to conditions in their non-self-governing territories. They also agree to pursue a policy of good neighborliness which will take into account “the interests and well-being of the rest of the world, in social, economic, and commercial matters.”

The International Trusteeship System. The International Trusteeship System can, as stated above, be applied to three categories of territories: (1) those now held under Mandate, (2) those detached from enemy states as a result of the second World War, (3) any other territories voluntarily placed under the system by the state administering them. It is to be a matter of subsequent agreement as to which territories in these categories will be brought under trusteeship and upon what terms.

The aims of the system are:

- “a. To further international peace and security;
- “b. To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes

of the people concerned, and as may be provided by the terms of each trusteeship agreement;

"c. To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the interdependence of the peoples of the world; and

"d. To ensure equal treatment in social, economic and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80."

The terms of trusteeship for each territory are to be agreed upon by the states directly concerned (including the Mandatory Power in the case of Mandated territories) and approved by the United Nations. Except in regard to strategic areas (as to which, see below) the General Assembly is the organ competent to approve. The agreement is to designate the authority that will administer the territory. This "Administering Authority" may be one or more states or the United Nations organization itself. Since one of the objects of the system is to further international peace and security, the administering authority may make use of volunteer forces and facilities in the Trust Territory to carry out its obligations to the Security Council, and not only for local defense and police purposes. In any agreement, a "strategic area" may be designated, including the whole or a part of the territory. These areas will come under the authority of the Security Council (which will also approve the terms of the trusteeship agreements for such areas) and not under that of the General Assembly. The basic objectives of the system will, however, apply equally to strategic areas, and the Security Council will make use of the Trusteeship Council to perform all functions not related to security.

The Trusteeship Council. The Trusteeship Council will be composed of an equal number of States which administer Trust Territories and States which do not. All the Big Five (China, France, Russia, Britain, and the United States) are Permanent Members, whether administering Trust Territories or not. The Council is one of the Principal Organs of the United Nations but for the most part will discharge its functions under the authority of the General Assembly. Its functions will be to formulate a questionnaire on conditions in each Trust Territory, and to consider the reports submitted annually, on the basis of the questionnaire, by the administering authority; to accept and examine petitions, and to provide for periodic visits to the territories at times agreed upon with the administering authority. Each member will have one vote, and decisions will be made by a simple majority.

Differences Between the Trusteeship System and the Mandates System. It will be seen that in the United Nations Charter the question of dependent territories is treated far more comprehensively and, on the whole, with greater flexibility than in the League Covenant. The most notable feature is perhaps the general declaration of principles for the administration of all dependencies, which goes far to meet the demands, made in some quarters, for a Colonial Charter. The inclusion of this declaration was due to the initiative of Britain and Australia. Speaking to the Trusteeship Commission of the San Francisco Conference, Lord Cranborne, the United Kingdom delegate, said:

"I should like to tell the Commission why we included this general declaration in our paper, and why we are so glad to see it included in the Charter. We in the

United Kingdom have a long experience of colonial government. It has been our privilege—sometimes rather an onerous privilege—to administer colonial territories of every kind and description in every part of the world. We have made no doubt many mistakes, but out of our experience and that of other colonial powers there have been gradually evolved certain general principles of colonial government. We believed that the time had come when these principles ought to be codified in a general declaration for the guidance of ourselves or other colonial powers and for the information of the world.”

In this chapter also, the colonial powers undertake the new obligation of transmitting annual reports on their dependencies to the United Nations for information. Though under no formal obligation to do so, Britain had in fact, for a number of years before the war, regularly transmitted reports on all British dependencies to the Library of the League of Nations and to the International Labor Office at Geneva.

The International Trusteeship System also has many points of difference from the Mandates System. Except the “A” Mandates, where independence was provisionally recognized, the final destiny of the Mandated territories was left uncertain. The trust was defined only as “the well-being and development” of “peoples not yet able to stand by themselves.” The United Nations Charter, on the other hand, states clearly that Trust Territories are to be developed “towards self-government or independence.” The Trusteeship Council will have the power to initiate visits of inspection to the territories, which the Permanent Mandates Commission had not. The terms by which territories will be brought under trusteeship are to be agreed separately in each instance, instead of on the more rigid pattern of the “A,” “B,” and “C” Mandates. The “open door” provisions under the Trusteeship System are made subordinate to the interests of the inhabitants of the Trust Territory, which was not the case in the “A” and “B” Mandates (the “C” Mandates contained no open door provisions). Defense measures may be taken in Trust Territories which were forbidden under the Mandates. Lastly, the Trusteeship Council will consist of certain member nations, each of which will nominate its representative, whereas the Permanent Mandates Commission was composed of individual members exercising an independent judgment.

Action at the First Session of the General Assembly. During the session of the General Assembly in London in January and February, 1946, certain steps were taken to carry out the Trusteeship provisions of the Charter. At a meeting on February 9, resolutions were adopted declaring that the obligations accepted under Chapter XI were considered to be in full force, and requesting the Secretary-General to include in his annual report on the work of the organization a summary of any information submitted to him on the administration of the dependencies of Members of the United Nations. He was also requested to submit to the Trusteeship Council, as soon as it was constituted, the provisional rules of procedure drawn up by the Preparatory Commission. The Trusteeship Council itself was not set up at the Assembly’s London session, since Trusteeship agreements creating the Trustee States, who are to form half the membership of the Council, had still to be prepared and approved.

Britain’s Initiative. Britain, however, took the initiative in putting this part of the Trusteeship provisions into practical execution. On January 17, 1946, the Foreign Secretary announced to the United Nations Assembly that Britain would place her Mandated territories of Tanganyika, the Cameroons, and Togoland

under the International Trusteeship System. He said that the British Government's willingness to do so naturally depended on their being able to negotiate terms which they considered generally satisfactory, which achieved the objectives of the Charter, and were in the best interests of the inhabitants of the territories concerned. He added that during the 25 years that Britain had administered the territories, she had fulfilled her obligations under the League, and had developed them in the interests of the inhabitants, that this policy would be continued under the Trusteeship System, and that continuity of administration would be maintained until self-government or independence was attained. The Foreign Secretary also stated that Transjordan was to be established as an independent state.

On January 23, the Prime Minister told the House of Commons that draft terms of trusteeship had been drawn up, and had been circulated to those states which, without prejudice to the ultimate interpretation of the phrase "states directly concerned," the British Government considered to be in any event concerned in this case, namely France in respect of Togoland and the Cameroons, Belgium in respect of Tanganyika, and the Union of South Africa in respect of all three. They had also been sent for information to China, Russia, and the United States (and France in respect of Tanganyika).

In June, 1946, the agreement of the states concerned having been received, the terms for Tanganyika were published in a White Paper, and in July those for the Cameroons and Togoland.* On July 23, the Secretary of State for the Colonies announced in the House of Commons that, following publication, certain amendments might appear to be desirable, and that it was particularly important to take into account the opinions of the inhabitants of the territories concerned. These terms were subsequently altered in phraseology in order to make Britain's intentions more explicit and on October 22 a revised draft† was published and filed with the Secretary-General of the United Nations for presentation to the ensuing session of the General Assembly. Certain further modifications were made before bringing the terms before the General Assembly.

Action by the Mandatory Powers. Of the other Mandatory Powers, France has filed terms for Togoland and the Cameroons under French Mandate, Australia for New Guinea, Belgium for Ruanda-Urundi, and New Zealand for Western Samoa. Australia has announced her intention (as agreed with the United Kingdom and New Zealand) to place Nauru under Trusteeship. The Union of South Africa is bringing before the General Assembly the question of the incorporation of South-West Africa in the Union. The Japanese Mandated islands in the Pacific are at present under United States military administration, and the United States Government has announced that it is prepared to place them under United Nations' trusteeship as strategic areas.

*Cmd. 6840 and Cmd. 6863.

†Cmd. 6935.

Appendix I

HISTORY OF THE TERRITORIES UNDER BRITISH MANDATE

IRAQ

THE MANDATE FOR IRAQ was accepted by the British Government in 1920. An Arab Provisional Council of State was formed, and following a referendum, the Amir Feisul was declared King in August, 1921.

The Mandate did not follow the ordinary course, however, which would have been for a Draft Mandate to be prepared and accepted by the Council of the League. Instead, the British Government decided, with the consent of the League, to conclude a Treaty which should form the basis of a Mandate, this being signed in October, 1922. In this Treaty, Britain undertook to use her good offices to secure the admission of Iraq to the League of Nations.

Internal conditions of the new state were naturally unsettled following the termination of the first World War, and although in 1920 order was restored, difficulties still existed by reason of nationalist sentiment and impatience at Mandatory control. The 1922 Treaty did much to convince the Iraqis that the aim of the British Government—"the establishment at the earliest possible date of a fully independent state of Iraq"*—was sincere.

In 1927, the year 1932 was named as the date for Iraq's membership in the League of Nations. Impatience at Mandatory control still continued, however, despite the fact that lack of trained personnel for government service proved the necessity of British supervision. Externally, the new state was involved in disputes with Turkey over the Mosul area, and with Saudi Arabia over the establishment of boundaries.

On June 30, 1930, in a new Anglo-Iraqi Treaty signed at Baghdad "on terms of complete freedom, equality and independence" and valid for 25 years, provision was made for full, free and frank consultation on all matters of foreign policy which might affect the common interest of the two countries, and for aid should either party be involved in war. Responsibility for internal order and external defense rested with the King of Iraq who, however, recognized that the maintenance of essential communications was in the common interest of both parties, and undertook to provide air bases at or near Basra and west of the Euphrates; British troops were to be maintained at Mosul and Hinardi. A Financial Agreement of August 19, 1930, transferred to Iraq the railway system, the aerodromes and part of the port of Basra, while a Judicial Agreement of March, 1931, provided for the abolition of capitulations,† and established a common system of justice for Iraqis and foreigners.

In Iraq, under the British Mandate, the administration of justice was extended to remote areas, education progressed, communications improved, and the country was prosperous. The army was small, but it had been well trained and equipped by British officers. On October 3, 1932, Iraq was admitted as a State Member of the

**Special Report on the Progress of Iraq, 1920-31* (Colonial No. 58).

†Special privileges allowed by agreement, originally with the Turkish Government, to foreign nationals residing in Turkish Territories.

League of Nations. The High Commissioner was replaced by a British Ambassador, and the transfer of British administration into Iraqi hands took place gradually. It was felt in certain quarters that 1932 was early for the abolition of the Mandate, and the Permanent Mandates Commission expressed its doubts. Conditions were formulated under which the termination of the Mandate would be approved, however, and these included guarantees for the effective protection of racial, religious and linguistic minorities.

PALESTINE

The Mandate for Palestine was tentatively confirmed by the Council of the League of Nations on July 22, 1922, and came into force on September 29, 1923. It embodies the substance of the Balfour Declaration of 1917: "His Majesty's Government view with favor the establishment in Palestine of a National Home for the Jewish people, and will use their best endeavors to facilitate the achievement of this object, it being clearly understood that nothing shall be done which may prejudice the civil and religious rights of existing non-Jewish communities in Palestine, or the rights and political status enjoyed by Jews in any other country."

Sir Herbert Samuel was the first High Commissioner, and under the Religious Communities Ordinance of 1926 regulations were issued by the Government for the organization of the Jewish community which enjoys autonomy for its internal, cultural and communal affairs.

Since the establishment of the Mandate, nearly 500,000 Jews have been settled in Palestine. For a full history of the Palestine Mandate, the reader is referred to British Information Services publications and other documents mentioned in Appendix V where a detailed account will be found.

TRANSJORDAN

Under the provisions of Article 25 of the Palestine Mandate, Transjordan (which was included in this Mandate) was exempted from those of its terms which referred to the establishment of a Jewish National Home as, in the British view, it fell within the area to which Arab independence was promised.* The first step towards independence was taken in February 1921, when the British authorities in Jerusalem negotiated an agreement in which the Amir Abdullah was recognized as "administrator" under the Mandate. This was followed in 1923 by the recognition of Transjordan as an independent government under British tutelage, as in the case of Iraq. In 1923, the British Government signed a treaty with the Amir in which his status was defined as follows: "Article 2—The powers of legislation and of administration entrusted to His Britannic Majesty as Mandatory for Palestine shall be exercised in that part of the area under Mandate known as Transjordan by His Highness the Amir through such constitutional government as is defined and determined in the Organic Law of Trans-Jordan and any amendment thereof made with the approval of His Britannic Majesty." At the same time, the High Commissioner for Palestine was authorized to act as Britain's representative, with a British Resident in Transjordan as his agent. In 1934, the Amir was given the right to appoint consular representatives in neighboring Arab states, while in May, 1939, a Council of Ministers was authorized to replace the existing Executive

*Correspondence between Sir Henry McMahon and Sherif Hussein of Mecca, Cmd. 5967.

Council. A supplementary agreement, made in 1941, gave Great Britain the right to maintain armed forces in Transjordan and to raise, organize and control in Transjordan forces necessary for the defense of the country. By 1942, only six British officials were resident in Transjordan. In January, 1946, at the First Part of the First Session of the General Assembly of the United Nations, the British Government announced their intention to establish Transjordan as an independent state. The announcement was unanimously welcomed by the United Nations in February. A new treaty was signed in March in London between the Governments of Great Britain and Transjordan recognizing Transjordan as a sovereign, independent state.* This Treaty was to come into force on ratification by each side. In April, the League of Nations at its final Assembly welcomed Transjordan's independence.

Thus, with the approval both of the League of Nations and of the United Nations, the promise of full independence has been fulfilled.

TANGANYIKA

The main object of the Mandate which Britain received for Tanganyika was to assist the Africans to stand on their own feet. The Territory had suffered considerably in the course of the first World War and the first task of the British Government was administrative and economic reorganization.

Administration was at first carried on by a Governor with the assistance of an Executive Council. In 1926, a Legislative Council was constituted, and this now consists of 13 official members and 12 members holding no Government position, of whom three are Indians and two Africans. The British began almost at once to restore the old tribal organizations, which had largely been broken down under the Germans, gradually transferring control over local affairs to the traditional authorities. This system of indirect rule was felt to be the best means by which the Africans could be trained to take their full share in the government of the country, and Native Authorities, with Native Courts and Treasuries, have been given continually increasing powers as they have gained experience.

The Mandate required that, in relation to land, native laws and custom should be taken into consideration, and that the interests of the Africans should be safeguarded. The German Government had pursued a fairly vigorous policy of European settlement, and their estates represented a considerable contribution to the prosperity of the country, in capital investment, in the development of natural resources, and as an educational factor in relation to native methods of agriculture. After the war, the German settlers were repatriated, and most of their estates passed into British, Indian, and Greek hands. Some of them were, however, bought up by the British Government, and the land made available to the Africans. In 1923, all public lands were declared to be subject to the disposition of the Governor who was to administer them for the use and common benefit of the natives, except for land held before that date by non-natives. Further alienation of land to non-natives was carefully controlled, and by 1938 less than 1 per cent had been alienated for pastoral and agricultural holdings. This belonged to people of 16 different nationalities, the Mandate requiring freedom of immigration for all members of the League. Many Germans subsequently returned to Tanganyika repurchasing their alienated territory referred to above. They were interned and deported at the outbreak of war in 1939.

*Cmd. 6779.

Tanganyika's main crops are sisal, cotton, and coffee. The minor crops are ground-nuts, copra, sesame, rice, sugar, and tea. Sisal, which requires a fairly large capital outlay, is entirely in non-native hands, and has, ever since German times, accounted for about one-third of the total export trade. In 1931, native production accounted for nearly 70 per cent of the coffee, the whole of the ground-nuts, and 95 per cent of hides, skins, and rice and other grains.

The development of mining has taken place almost entirely under the Mandate. Prospecting for gold was carried out by the Germans, and production had started at one mine in 1914. Gold production reached 9,070 ounces in 1929, and had risen to 82,000 ounces in 1938. The important developments were largely in British and South African hands, but alluvial mining, requiring less capital and technical knowledge, was taken up by the nationals of about 28 different countries and by Africans. Diamond production was highest during the first ten years of the Mandate, and was valued at £101,480 (\$405,920) in 1927, but had dropped to £3,558 (\$14,232) by 1938. More recently there have been considerable developments and greatly increased production. Salt, tin ores, and mica are also mined. In 1938, mining contributed directly to the Territory's revenue £40,804 (\$163,216), or about 2 per cent of the total revenue. Indirectly, it augmented the Territory's income by strengthening the taxable capacity of the population, by stimulating imports, and by increasing the earnings of the transport services. Every effort is now being made to develop the Territory's mineral resources and considerable developments are taking place.

The Germans had built two railroads covering 992 miles. These were extensively damaged during the first World War and their reconstruction was one of the most urgent tasks facing the British administration. By 1924 financial conditions made further construction possible and between that date and 1938 new railroads covering 382 miles were built. In 1938 the Territory possessed 41 Government and five private airfields, and eight emergency landing grounds. Another seven airfields were under construction.

Domestic slavery had been allowed to continue under the Germans, but was abolished by the British in 1922. Forced labor was also forbidden in accordance with the terms of the Mandate and of the International Convention Concerning Forced Labor of 1931. There is a Labor Department and a Labor Advisory Board and it is intended shortly to appoint an officer with trade union experience to the Labor Department, in conformity with the British Government's policy of encouraging trade unionism in the dependencies. With the return of the African ex-Servicemen, Labor Exchanges have been opened, the services of which will continue to be available also to other sections of the population.

The aim of education under the Mandate was both to raise the standard of character and of efficiency among the bulk of the population, and to provide for the training of those who would be required to fill posts in the administrative and technical services, as well as those who, as native authorities, would occupy positions of exceptional trust and responsibility. In 1944, there were 72 Government schools, 1,030 missionary schools of many denominations and nationalities assisted by Government grants, 4 Moslem, and 122 Native Administration schools. Primary, secondary, and technical education and teacher-training courses are provided. Students also go on to Makerere College in Uganda where they can take the Cambridge School Certificate examination, or advanced courses in vocational and technical training. There are schools for European, Indian, Greek, and Afrikaans-

speaking children. An increasing number of Africans have gone into Government service. In 1938, they formed over three-quarters of the staff, and included agricultural and other technical instructors, teachers, laboratory workers, dispensers, and sanitary inspectors.

In 1943, there were 62 government hospitals and 321 tribal dispensaries. There are also two mental hospitals. Tanganyika has been the scene of notable pioneer work in the fight against the tsetse fly. A Tsetse Research Department has been functioning since 1929, and was for many years under the direction of C. F. M. Swynnerton from whose research work a great part of Africa has benefited. Valuable research in connection with Sleeping Sickness has also been carried out at the trypanosomiasis research laboratory.

The Agricultural Research Station at Amani, which was established by the Germans in 1902, was taken over by the British and, in 1925, was constituted as a center of research for all the British East African territories. It has a highly qualified staff on whose expert knowledge and advice all the territories can draw. It undertakes long-term research work and is able to centralize work on problems common to several territories. Conferences of directors of agriculture and research workers are held periodically. It is supported by a grant from the British Treasury and by contributions from the various East African territories. In 1945, a grant of £40,000 (\$160,000) was made under the *Colonial Development and Welfare Act* for resiting the Institute, as part of the program for reorganizing agricultural research work in East Africa.

Under the terms of the Mandate, Britain was required to maintain equality in economic and commercial matters for all Members of the League of Nations. She was, besides, allowed to form a customs-union between Tanganyika and the two neighboring British territories of Kenya and Uganda. The economic equality clauses meant that those countries to whom it was held to apply were under no obligation to grant reciprocal advantages to Tanganyika. It was the duty of Britain to see that the Mandated territory should find no greater difficulties in disposing of its produce than did at least her other dependencies. This she did by granting to Tanganyika the same preferential treatment of imports into the United Kingdom as the rest of the Commonwealth and Empire. Some of the Dominions also granted preference on the basis of the Ottawa agreements. This arrangement was held by the Permanent Mandates Commission to be in accordance with the terms of the Mandate. Britain also attempted to secure the insertion of a clause into her commercial treaties with other countries allowing for the extension of such treaties to Tanganyika, but she was able to do this only in those concluded after 1914. In 1938, 32.3 per cent of Tanganyika's exports went to the United Kingdom, 9 per cent to India and South Africa, 19 per cent to Kenya and Uganda (including re-exports to Kenya) and 39.7 per cent to other countries. In the same year, 26.9 per cent of the imports came from the United Kingdom, 4.7 per cent from India, 11.3 per cent from Kenya and Uganda, and 42.9 per cent from other countries.

The British Treasury made direct contributions to Tanganyika's finances. Between 1929 and 1939 the territory received £95,683 (\$382,732) by way of loans, and £741,100 (\$2,964,400) by way of free grants. Under the *Colonial Development and Welfare Act* of 1940, grants amounting to £556,608 (\$2,226,432) were made between 1940 and 1946. Under the increased provisions of the new Act, £5,250,000 (\$21,000,000) have been allocated to Tanganyika for the years 1946 to 1956, besides £3,500,000 (\$14,000,000) for the benefit of East Africa generally.

CAMEROONS AND TOGOLAND

Mandates over separate areas of the German territories of the Cameroons and Togoland were given to Britain and France.

The terms of the British Mandates provided that both the Cameroons and Togoland might be administered as integral parts of the Mandatory's territory and might be constituted into a customs, fiscal or administrative union with adjacent territories. The Cameroons were, accordingly, attached to Nigeria, and Togoland to the Gold Coast.

The ex-German estates were disposed of as in Tanganyika, and alienation of further land was made subject to Government approval, which could only be given where the rights of Africans were not infringed.

The system of indirect rule was introduced and Native Authorities, with Native Courts and Treasuries have been established in both territories. There are Government, mission, and Native Administration schools providing primary, secondary, and technical education, and pupils may proceed for higher education to the colleges in Nigeria and the Gold Coast. The medical and sanitary services include hospitals, dispensaries and maternity and child welfare work.

Compulsory labor is forbidden except on communal services, for which it is paid and regulated by legislation. The plantations in the Cameroons are regularly inspected by medical and sanitary officers, and most of them maintain their own hospitals.

In both territories there are good roads maintained by the Government and the Native Authorities, and there is transport by river in the Cameroons.

In 1937, the Cameroons took £39,000 (\$156,000) of imports from the United Kingdom, £25,000 (\$100,000) from other British countries, and £266,000 (\$1,064,000) from other countries. In the same year exports amounted to £33,000 (\$132,000) to the United Kingdom, and £485,000 (\$1,940,000) to other countries.

In 1938, the total value of imports into Togoland was £16,065 (\$64,260) and that of exports £86,974 (\$347,896). Statistics are available only for goods passing to and from French Togoland.

Appendix II

DISTRIBUTION OF THE MANDATES

MANDATORY POWER	TERRITORY	AREA SQ.M.	POPULATION
<i>Britain</i>	Tanganyika	360,000	5,250,000
	Togoland	13,041	341,254
	Cameroons	34,081	857,675
	Palestine	10,400	1,765,000
	Transjordan	Declared Independent 1946	
	Iraq	Declared Independent 1932	
<i>France</i>	Cameroons	143,415	2,341,105
	Togoland	20,464	750,000
	Syria and Lebanon	Declared Independent 1944	
<i>Belgium</i>	Ruanda-Urundi	15,000	3,000,000
<i>South Africa</i>	South West Africa	317,725	357,787
<i>Australia</i>	New Guinea	93,000	690,613
<i>New Zealand</i>	Western Samoa	1,133	59,306
<i>British Empire</i>	Nauru	8½	3,383
	(Administered by Australia)		
<i>Japan</i> (At present under U.S. Military Ad- ministration)	Caroline, Marianne and Marshall Islands	829	121,128

Appendix III

ARTICLE 22 OF THE COVENANT OF THE LEAGUE OF NATIONS

I. To those colonies and territories which as a consequence of the late war have ceased to be under the sovereignty of the States which formerly governed them and which are inhabited by peoples not yet able to stand by themselves under the strenuous conditions of the modern world, there should be applied the principle that the well-being and development of such peoples form a sacred trust of civilization and that securities for the performance of this trust should be embodied in this Covenant.

2. The best method of giving practical effect to this principle is that the tutelage of such peoples should be entrusted to advanced nations who, by reason of their resources, their experience or their geographical position, can best undertake this responsibility, and who are willing to accept it, and that this tutelage should be exercised by them as Mandatories on behalf of the League.
3. The character of the mandate must differ according to the stage of the development of the people, the geographical situation of the territory, its economic conditions and other similar circumstances.
4. Certain communities formerly belonging to the Turkish Empire have reached a stage of development where their existence as independent nations can be provisionally recognized subject to the rendering of administrative advice and assistance by a Mandatory until such time as they are able to stand alone. The wishes of these communities must be a principal consideration in the selection of the Mandatory.
5. Other peoples, especially those of Central Africa, are at such a stage that the Mandatory must be responsible for the administration of the territory under conditions which will guarantee freedom of conscience and religion, subject only to the maintenance of public order and morals, the prohibition of abuses such as the slave trade, the arms traffic and liquor traffic, and the prevention of the establishment of fortifications or military and naval bases and of military training of the natives for other than police purposes and the defence of territory, and will also secure equal opportunities for the trade and commerce of other Members of the League.
6. There are territories, such as South West Africa and certain of the South Pacific Islands, which, owing to the sparseness of their population, or their small size, or their remoteness from the centers of civilization, or their geographical contiguity to the territory of the Mandatory, and other circumstances, can be best administered under the laws of the Mandatory as integral portions of its territory, subject to the safeguards above mentioned in the interests of the indigenous population.
7. In every case of mandate, the Mandatory shall render to the Council an annual report in reference to the territory committed to its charge.
8. The degree of authority, control or administration to be exercised by the Mandatory shall, if not previously agreed upon by the Members of the League, be explicitly defined in each case by the Council.
9. A permanent Commission shall be constituted to receive and examine the annual reports of the Mandatories and to advise the Council on all matters relating to the observance of the mandates.

Appendix IV

CHARTER OF THE UNITED NATIONS

CHAPTER XI — DECLARATION REGARDING NON-SELF-GOVERNING TERRITORIES

Article 73

Members of the United Nations which have or assume responsibilities for the administration of territories whose peoples have not yet attained a full measure of self-government recognize the principle that the interests of the inhabitants of these territories are paramount, and accept as a sacred trust the obligations to promote to the utmost, within the system of international peace and security established by the present Charter, the well-being of the inhabitants of these territories, and to this end:

- a. To ensure, with due respect for the culture of the peoples concerned, their political, economic, social and educational advancement, their just treatment, and their protection against abuses;
- b. To develop self-government, to take due account of the political aspirations of the peoples, and to assist them in the progressive development of their free political institutions, according to the particular circumstances of each territory and its peoples and their varying stages of advancement;
- c. To further international peace and security;
- d. To promote constructive measures of development, to encourage research, and to co-operate with one another and, when and where appropriate, with specialized international bodies with a view to the practical achievement of the social, economic and scientific purposes set forth in this Article; and
- e. To transmit regularly to the Secretary-General for information purposes, subject to such limitation as security and constitutional considerations may require, statistical and other information of a technical nature relating to economic, social and educational conditions in the territories for which they are respectively responsible other than those territories to which Chapters XII and XIII apply.

Article 74

Members of the United Nations also agree that their policy in respect of the territories to which this Chapter applies, no less than in respect of their metropolitan areas, must be based on the general principle of good neighborliness due account being taken of the interests and well-being of the rest of the world, in social, economic and commercial matters.

CHAPTER XII — INTERNATIONAL TRUSTEESHIP SYSTEM*Article 75*

The United Nations shall establish under its authority an international trusteeship system for the administration and supervision of such territories as may be placed thereunder by subsequent individual agreements. These territories are hereinafter referred to as Trust Territories.

Article 76

The basic objectives of the trusteeship system, in accordance with the Purposes of the United Nations laid down in Article 1 of the present Charter, shall be:

- a.* To further international peace and security;
- b.* To promote the political, economic, social and educational advancement of the inhabitants of the Trust Territories, and their progressive development towards self-government or independence as may be appropriate to the particular circumstances of each territory and its peoples and the freely expressed wishes of the people concerned, and as may be provided by the terms of each trusteeship agreement;
- c.* To encourage respect for human rights and for fundamental freedoms for all without distinction as to race, sex, language, or religion, and to encourage recognition of the interdependence of the peoples of the world; and
- d.* To ensure equal treatment in social, economic and commercial matters for all Members of the United Nations and their nationals, and also equal treatment for the latter in the administration of justice, without prejudice to the attainment of the foregoing objectives and subject to the provisions of Article 80.

Article 77

1. The trusteeship system shall apply to such territories in the following categories as may be placed thereunder by means of trusteeship agreements:

- a.* Territories now held under mandate;
- b.* Territories which may be detached from enemy states as a result of the Second World War; and
- c.* Territories voluntarily placed under the system by states responsible for their administration.

2. It will be a matter for subsequent agreement as to which territories in the foregoing categories will be brought under the trusteeship system and upon what terms.

Article 78

The trusteeship system shall not apply to territories which have become Members of the United Nations, relationship among which shall be based on respect for the principle of sovereign equality.

Article 79

The terms of trusteeship for each territory to be placed under the trusteeship system, including any alteration or amendment, shall be agreed upon by the states directly concerned, including the mandatory power in the case of territories held under mandate by a Member of the United Nations, and shall be approved as provided for in Articles 83 and 85.

Article 80

1. Except as may be agreed upon in individual trusteeship agreements, made under Articles 77, 79 and 81, placing each territory under the trusteeship system, and until such agreements have been concluded, nothing in this Chapter shall be construed in or of itself to alter in any manner the rights whatsoever of any states or any peoples or the terms of existing international instruments to which Members of the United Nations may respectively be parties.

2. Paragraph 1 of this Article shall not be interpreted as giving grounds for delay or postponement of the negotiations and conclusion of agreements for placing mandated and other territories under the trusteeship system as provided for in Article 77.

Article 81

The trusteeship agreement shall in each case include the terms under which the trust territory will be administered and designate the authority which will exercise the administration of the trust territory. Such authority, hereinafter called the administering authority, may be one or more states or the Organization itself.

Article 82

There may be designated, in any trusteeship agreement, a strategic area or areas which may include part or all of the trust territory to which the agreement applies, without prejudice to any special agreement or agreements made under Article 43.

Article 83

1. All functions of the United Nations relating to strategic areas, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the Security Council.

2. The basic objectives set forth in Article 76 shall be applicable to the people of each strategic area.

3. The Security Council shall, subject to the provisions of the trusteeship agreements and without prejudice to security considerations, avail itself of the assistance of the Trusteeship Council to perform those functions of the United Nations under the trusteeship system relating to political, economic, social, and educational matters in the strategic areas.

Article 84

It shall be the duty of the administering authority to ensure that the trust territory shall play its part in the maintenance of international peace and security. To this end the administering authority may make use of volunteer forces, facilities, and assistance from the trust territory in carrying out the obligations towards the Security Council undertaken in this regard by the administering authority, as well as for local defence and the maintenance of law and order within the trust territory.

Article 85

1. The functions of the United Nations with regard to trusteeship agreements for all areas not designated as strategic, including the approval of the terms of the trusteeship agreements and of their alteration or amendment, shall be exercised by the General Assembly.

2. The Trusteeship Council, operating under the authority of the General Assembly, shall assist the General Assembly in carrying out these functions.

CHAPTER XIII — THE TRUSTEESHIP COUNCIL — COMPOSITION*Article 86*

1. The Trusteeship Council shall consist of the following Members of the United Nations:
 - a. Those Members administering trust territories;
 - b. Such of those members mentioned by name in Article 23* as are not administering trust territories; and
 - c. As many other Members elected for three-year terms by the General Assembly as may be necessary to ensure that the total number of members of the Trusteeship Council is equally divided between those Members of the United Nations which administer trust territories and those which do not.
2. Each member of the Trusteeship Council shall designate one specially qualified person to represent it therein.

FUNCTIONS AND POWERS*Article 87*

The General Assembly and, under its authority, the Trusteeship Council, in carrying out their functions, may:

- a. Consider reports submitted by the administering authority;
- b. Accept petitions and examine them in consultation with the administering authority;
- c. Provide for periodic visits to the respective Trust Territories at times agreed upon with the administering authority; and
- d. Take these and other actions in conformity with the terms of the trusteeship agreements.

Article 88

The Trusteeship Council shall formulate a questionnaire on the political, economic, social and educational advancement of the inhabitants of each trust territory, and the administering authority for each trust territory within the competence of the General Assembly shall make an annual report to the General Assembly upon the basis of such a questionnaire.

VOTING*Article 89*

1. Each member of the Trusteeship Council shall have one vote.
2. Decisions of the Trusteeship Council shall be made by a majority of the members present and voting.

*The Permanent Members of the Security Council, *i.e.*, China, France, Russia, the United Kingdom, and the United States.

PROCEDURE

Article 90

1. The Trusteeship Council shall adopt its own rules and procedure, including the method of selecting its President.
2. The Trusteeship Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members.

Article 91

The Trusteeship Council shall, when appropriate, avail itself of the assistance of the Economic and Social Council and of the specialized agencies in regard to matters with which they are respectively concerned.

Appendix V

READING LIST

BOOKS

- BENTWICH, N. *The Mandates System*, Longmans, 1930. 300 pp.
- FOSTER, H. A. *The Making of Modern Iraq*, University of Oklahoma Press, 1938. 304 pp.
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- *HAILEY, LORD, *The Future of Colonial Peoples*, Princeton University Press, 1944. 62 pp.
- *JARVIS, C. S., *The Arab Command, a biography of Lt. Colonel F. G. Peake Pasha*, Hutchinson, 1943. 153 pp.
- *KEITH, A. B., *The Governments of the British Empire*, Macmillan, 1936. 645 pp.
- †LEAGUE OF NATIONS, *The Mandates System: Origin—Principles—Application*, Geneva, 1945. 120 pp.
- LEAGUE OF NATIONS, *Minutes of the Permanent Mandates Commission, 1921—*
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- LEUBUSCHER, C., *Tanganyika Territory: a study in economic policy under Mandate*, Oxford University Press, 1944. 217 pp.
- LUKE, SIR H. AND KEITH-ROACH, A., *Handbook of Palestine and Transjordan*, Macmillan 1934. 549 pp.
- †ROYAL INSTITUTE OF INTERNATIONAL AFFAIRS, *The British Empire*, 2nd Edition, 1938. 342 pp.
- †ROYAL INSTITUTE OF INTERNATIONAL AFFAIRS, *The Colonial Problem*, 1937. 448 pp.
- *ROYAL INSTITUTE OF INTERNATIONAL AFFAIRS, *Great Britain and Palestine, 1915-1945*. 177 pp.
- †WALKER, E. A., *The British Empire, its structure and spirit*, Royal Institute of International Affairs, 1943. 256 pp.
- †WRIGHT, Q., *Mandates under the League of Nations*, University of Chicago Press, 1930. Bibl. 726 pp.

OFFICIAL REPORTS

†*Annual reports to the Council of the League of Nations on the administration of each of the territories under British Mandate.*

†*Annual reports of the various Government Departments, and special reports, published by the Government of Tanganyika.*

‡*Trusteeship – Territories in Africa under United Kingdom Mandate, June, 1946, Cmd. 6840. 5 cents.*

‡*Trusteeship – Togoland and the Cameroons under United Kingdom Mandate, July, 1946, Cmd. 6863. 5 cents.*

‡*Trusteeship – Territories in Africa under United Kingdom Mandate (Revised Texts), October, 1946, Cmd. 6935. 5 cents.*

See also, *A Selected List of British Official Publications on the Palestine Mandate.* (S.O. 7. Distributed by British Information Services.)

* * *

Information Papers free (on request), from British Information Services:

Britain's Mandate for Palestine, ID 497.

Current Proposals on Palestine, ID 692 and 692A.

Palestine (Official Statement), IDH 682.

Britain and Refugees, ID 635.

* Available on inter-library loan from British Information Services, New York.

† Available for reference in the Library.

‡ Available on inter-library loan, or may be purchased from the Sales Section.

