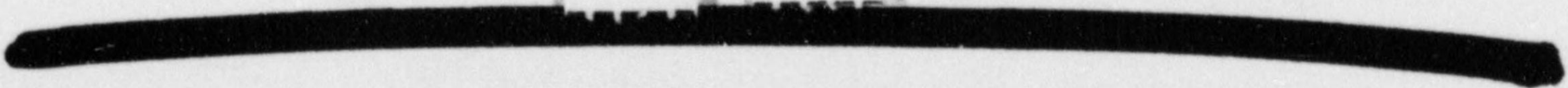


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SWNCC-FPI 4/2

13 February 1947

Pages 1 - 8, incl.

STATE-WAR-NAVY COORDINATING COMMITTEE

SWNC SUBCOMMITTEE ON FOREIGN POLICY INFORMATION

PUBLIC INFORMATION PROGRAM ON
THE PROPOSED U.S. TRUSTEESHIP AGREEMENT
FOR THE FORMER JAPANESE MANDATED ISLANDS

Note by the Secretaries

1. The enclosure, FPI 4/2, approved by the State-War-Navy Coordinating Subcommittee on Foreign Policy Information on 13 February 1947, is circulated for information and guidance and, where appropriate, implementation.

2. In approving this paper, the Subcommittee on Foreign Policy Information agreed that under the terms of its charter, it is within the competence of the Subcommittee to direct the implementation of this program without further reference to the State-War-Navy Coordinating Committee. It is to be implemented by the Department of State in collaboration with proper agencies in the other Departments or as otherwise specified in the body of the paper.

H. W. MOSELEY

W. A. SCHULGEN

V. L. LOWRANCE

Secretariat

SWNCC-FPI 4/2

S E C R E T

SECRETENCLOSURESECRETFPI 4/213 February 1947SWNC SUBCOMMITTEE ON FOREIGN POLICY INFORMATIONPUBLIC INFORMATION PROGRAM ON
THE PROPOSED U.S. TRUSTEESHIP AGREEMENT
FOR THE FORMER JAPANESE MANDATED ISLANDSSITUATION

1. U.S. Policy. U.S. policy on trusteeship has two facets. One is the general policy toward the international trusteeship system, to which the U.S. committed itself in the United Nations Charter, and with which it will be continuously concerned in the work of the Trusteeship Council, the work of the Security Council as it relates to strategic areas, and generally through the contributory work of the Economic and Social Council and the specialized agencies. The second facet is U.S. policy in the trusteeship area where it is the nation of primary concern, notably the former Japanese Mandated Islands in the Pacific. In the latter policy there is present a reconciliation of national security interests with the international trusteeship principles and with collective security through the United Nations.

2. Relation of Strategic Trusteeship to Trusteeship in General. The present paper deals only with public information on the proposed U.S. trusteeship agreement for the former Japanese Mandated Islands. It is not concerned with public information respecting the disposal of other Japanese Islands. It does not discuss public information about general U.S. trusteeship policy; yet it proceeds on the assumption that, since policy for the mandated islands and general trusteeship policy are intimately connected, information concerning the former should be woven into a comprehensive information program on trusteeship rather than treated separately.

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S E C R E T3. U.S. Public Opiniona. Extent of Comment

(1) Before November 6, trusteeship ranked comparatively low among foreign affairs issues as a subject of concern to press and radio commentators. This was probably because: (1) the U.S. had not declared its policy in the area where we have primary concern; (2) there were no national or international steps publicly taking place; and (3) trusteeship is remote to the average individual.

(2) With the President's announcement of the U.S. position November 6, comment greatly increased -- and has since dropped off again.

b. Opinion before November 6

(1) Comment generally showed approval for the trusteeship system as projected in the UN Charter.

(2) Opinion polls showed that a considerable majority of the public favored some kind of trusteeship for the Pacific Islands (Japanese Mandates), and a majority favored also U.S. control.

(3) Press and radio comment tended to be scattered and unclear, with some pressing for different forms of trusteeship and others going so far as to advocate outright annexation.

c. Opinion After Announcement of U.S. Policy,November 6

(1) A flood of comment followed President Truman's announcement of U.S. trusteeship policy for the Pacific Islands. A majority of press and radio commentators expressing an opinion indicated clear approval, sharing the opinion of the New York Times that the proposal represents "the maximum concession to international authority possible at this time and the minimum protection of American safety".

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S E C R E T

(2) However, opposition to the trusteeship proposal was impressive, not so much because of its size as because of the influence of its spokesmen (e.g., Sumner Welles, Walter Lippmann, Raymond Swing, Christian Science Monitor). Criticism of the policy has taken two forms:

(a) Objection to manner in which the American proposal was presented to the world. This criticism has come from all shades of political opinion -- chiefly from "liberals", but also from "moderates" and "nationalists". Lippmann termed President Truman's announcement "naked unilateralism", and many others protested the "preemptory", "take-it-or-leave-it" attitude displayed by the Administration and the American delegation. Included in this group are a number of observers who support U.S. maintenance of Pacific bases (e.g., Washington Star, Knight papers, Kaltenborn).

(b) Disapproval of the proposal itself. Many "internationalists" and "liberals" have contended that the proposal amounts to thinly disguised annexation, and has destroyed American moral prestige in the United Nations. Some have argued that the American plan "deals a body blow to the whole trusteeship system". Commentators taking this critical view urge modification of the plan, either to include international inspection, or to decrease the areas designated as "strategic", thus placing more territory under jurisdiction of the Trusteeship Council. Sharp criticism has come from a number of important organizations, notably from religious groups and women's organizations.

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S E C R E T

S E C R E T

(3) The smallest critical group, including several Congressmen and the Chicago Tribune, object to the proposals on the ground that they "give away" the bases; they urge annexation.

d. Letters Received by the Department of State

(1) The Department's correspondence on trusteeship has been slight: very few prior to November 6, average of ten per week from November 11 to December 9, and average of three weekly from December 9 to present.

(2) Letters received prior to the President's announcement urged this Government to place the Pacific Islands under the trusteeship system. Letters following November 6 have been on the whole critical of the proposed draft agreement. Most writers have expressed their belief that other governments might well be suspicious of this country if we persist in the announced policy and urge the Government to change its position, thereby proving the U.S. faith in the U.N.

e. Resolutions of National Organizations on the U.S.

Proposed Agreement on the Japanese Mandated Islands

(1) In favor of the Proposal:

American Legion

(2) Against the Proposal:

American Veterans Committee

Institute on Ethnic Affairs

National Peace Conference

World Action Committee on Lasting Peace

Friends Committee on National Legislation

Commission on World Peace of Methodist Church

League of Women Voters

Young Women's Christian Association

Women's International League

American Association for United Nations

Board of Missions of the Methodist Church

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Enclosure

S E C R E T

S E C R E T4. Relation to World Public Opinion

a. While European audiences may be inclined to see trusteeship arrangements chiefly as significant of relations among the great powers, Far Eastern peoples tend to be interested in the trusteeship system as reflecting policies and attitudes toward the problem of non-self-governing territories.

b. There is a tendency abroad to assert;

(1) That U.S. policy is dominated by military considerations, with the implication that U.S. trust in the U.N. security system is half-hearted and U.S. concern for the inhabitants of trusteeship areas is slight.

(2) That the U.S. is extending its frontier to the Marianas.

(3) That the U.S. does not recognize security interests of other powers in the Pacific.

(4) That the U.S. intends to maintain military control over the Philippines.

(5) That the U.S. seeks to exert military pressure in the Asiatic countries.

PROBLEM

5. To help the public to understand correctly the nature of and reasons for the U.S. trusteeship proposal for the Japanese Mandated Islands, and the relation of this proposal to general U.S. trusteeship policy, thereby minimizing public misunderstanding and opposition that is due to misunderstanding.

INFORMATION THEMES

6. The U.S. took a leading initiative in developing the trusteeship system of the U.N. In proposing the trusteeship mandate for the Japanese Mandated Islands, the U.S. is demonstrating its full faith and confidence in the U.N. organization.

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Enclosure

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S E C R E T

Our Government will wholeheartedly promote and give full effect to the trusteeship principles laid down in the United Nations Charter.

7. In order to enable the United States to safeguard its own national security and at the same time to discharge its obligations for general security under the United Nations, the Japanese Mandated Islands in the Central Pacific, which have high strategic importance to both tasks should be administered by the United States as a strategic area.

8. a. With respect to the former Japanese Mandated Islands, and for any Japanese Islands for which the United States assumes responsibilities, the United States has proposed trusteeship rather than annexation as the basis for its administration.

b. Treatment, As the United States has not put forward any detailed proposals with reference to other Japanese Islands as distinct from the Japanese Mandated Islands, that subject cannot be discussed in more detail.

9. The Japanese Mandated Islands, having been under an international mandate for nearly a quarter century, are among those territories which in the spirit and intent of the Charter were intended for trusteeship. Because the General Assembly on February 9 invited all states administering such territories to propose trusteeship agreements in regard to them, the United States as de facto authority feels impelled to take the initiative in this respect. These islands have never been under Japanese sovereignty and therefore, an arrangement with respect to them need not necessarily await the completion of a peace treaty with Japan.

10. The particular form of trusteeship proposed by the United States for these islands fully complies with the purposes and provisions of the United Nations Charter. A strategic area trusteeship under the United Nations will not only enable

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S E C R E T

the United States to safeguard its own security but will enable us the better to discharge our obligations for security under the United Nations Security Council and thus contribute to the security of other nations in the Pacific area.

11. Like all other existing trusteeship agreements recently approved by the General Assembly, the proposed agreement for the Japanese Mandated Islands provides for a sole administering authority (the U.S.) while at the same time recognizing fully the role and responsibility of the U.N. The islands would be administered as an integral part of U.S. territory, but under the proposed agreement the sovereignty of the U.S. would not in fact be extended over them. In this respect the position is identical with that of a number of other agreements recently approved by the General Assembly.

12. The islands are small, widely scattered and sparsely populated. Their total land mass is about 800 square miles, total population about 50,000. Under the rapidly changing technological conditions of modern war and because of the peculiar geographic nature of the territory, the whole area, rather than specific parts, is of strategic importance and is therefore designated "strategic area" for purposes of the trusteeship agreement.

13. The U.S., in its proposed agreement, has undertaken far-reaching obligations for the political, economic, social and educational advancement of the inhabitants and for developing their capacity for local self-government. Explicit provision is made for the enjoyment of the basic freedoms whose advancement has long been a fundamental part of U.S. policy.

a. Treatment. Use of language implying a condescending attitude or racial superiority, such as use of the term "natives", should be avoided.

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S E C R E T

14. The U.S. proposes that the Trusteeship Council carry out its normal functions with respect to non-strategic trusteeship areas, including visits and reports, in any part of the Japanese Mandated Islands except areas which may from time to time be closed for security reasons, even though the strict requirements of the Charter do not give the Trusteeship Council such wide powers.

15. The U.S. has made clear that any agreement arising out of (a) the regulation of armaments, including the principle of inspection, or (b) the assignment of forces and facilities to the Security Council under Article 43 of the Charter, will apply to the entire trust territory in the same way as to any United States territory.

INFORMATION OPERATIONS

16. Information along the foregoing lines should be woven into the general State Department information program on trusteeship, which includes publications, speeches by top officials, radio programs, and background meetings for press, other mass media and representatives of national organizations, and should serve as guidance to the War and Navy Departments for public information purposes.

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S E C R E T

Serial No. 00530

10 February 1947

JBC/hmh

MEMORANDUM FOR SWNCC Subcommittee on Foreign Policy Information

Subject: Public Information Program on the Proposed U. S. Trusteeship Agreement for the Former Japanese Mandated Islands

Reference: FPI 4/1

Enclosure: New Paragraphs, FPI 4/1

1. The enclosure, submitted by Mr. Benjamin Gerig, State Department, is circulated to the Subcommittee for consideration and approval.

2. Paragraph 9 contains several changes to the original as dictated by Mr. Gerig at the Subcommittee Meeting on 31 January 1947. This paragraph has been cleared by Mr. Gerig in his Department.

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 Army Member _____
 Navy Member _____
 Ass't State Member _____
 Ass't Army Member _____
 Ass't Navy Member _____
 Executive Secretary _____
 Ass't Exec. Secretary _____
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 Army Adm. Assistant _____
 Navy Adm. Assistant _____
 File _____

[Signature]
 J. B. CRESAP
 Secretary

S E C R E T

E N C L O S U R E

NEW PARAGRAPHS, FPI 4/1

Paragraph 8:

a. Treatment. As the United States has not put forward any detailed proposals with reference to other Japanese Islands as distinct from the Japanese Mandated Islands, that subject cannot be discussed in more detail.

Paragraph 9:

a. The Japanese Mandated Islands, having been under an international mandate for nearly a quarter century, are among those territories which in the spirit and intent of the Charter were intended for trusteeship; and

b. Because the General Assembly on February 9 invited all states administering such territories to propose trusteeship agreements in regard to them. The United States as defacto authority feels impelled to take the initiative in this respect. These islands have never been under Japanese sovereignty and therefore, an arrangement with respect to them need not necessarily await the completion of a peace treaty with Japan.

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COPY NO. 1413 28 January 1947

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SWNCC SUBCOMMITTEE ON FOREIGN POLICY INFORMATIONPUBLIC INFORMATION PROGRAM ON
THE PROPOSED U.S. TRUSTEESHIP AGREEMENT
FOR THE FORMER JAPANESE MANDATED ISLANDSSITUATION

1. U.S. Policy. U.S. policy on trusteeship has two facets. One is the general policy toward the international trusteeship system, to which the U.S. committed itself in the United Nations Charter, and with which it will be continuously concerned in the work of the Trusteeship Council, the work of the Security Council as it relates to strategic areas, and generally through the contributory work of the Economic and Social Council and the specialized agencies. The second facet is U.S. policy in the trusteeship area where it is the nation of primary concern, notably the former Japanese Mandated Islands in the Pacific. In the latter policy there is present a ^{reconciliation} balancing of national security interests with the international trusteeship principles and with collective security through the United Nations.

2. Relation of Strategic Trusteeship to Trusteeship in General. The present paper deals only with public information on the proposed U.S. trusteeship agreement for the former Japanese Mandated Islands. It is not concerned with public information respecting the disposal of other Japanese Islands. It does not discuss public information about general U.S. trusteeship policy ~~since this is not strictly in the field of~~ ~~politic-military affairs~~; yet it proceeds on the assumption that, since policy for the mandated islands and general trusteeship policy are intimately connected, information concerning

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the former should be woven into a comprehensive information program on trusteeship rather than treated separately.

3. U.S. Public Opinion

a. Extent of Comment

(1) Before November 6, trusteeship ranked comparatively low among foreign affairs issues as a subject of concern to press and radio commentators. This was probably because: (1) the U.S. had not declared its policy in the area where we have primary concern; (2) there were no national or international steps publicly taking place; and (3) trusteeship is remote to the average individual.

(2) With the President's announcement of the U.S. position November 6, comment greatly increased -- and has since dropped off again.

b. Opinion before November 6

(1) Comment generally showed approval for the trusteeship system as projected in the UN Charter.

(2) Opinion polls showed that a considerable portion of the public favored some kind of trusteeship over the islands (Japanese Mandates), and a smaller portion favored U.S. control.

(3) Radio comment tended to be scattered and was pressing for different forms of trusteeship, going so far as to advocate

Statement of U.S. Policy,

President Truman's

Policy for the Pacific

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Islands. A majority of press and radio commentators expressing an opinion indicated clear approval, sharing the opinion of the New York Times that the proposal represents "the maximum concession to international authority possible at this time and the minimum protection of American safety."

(2) However, opposition to the trusteeship proposal was impressive, not so much because of its size as because of the influence of its spokesmen (e.g., Sumner Welles, Walter Lippmann, Raymond Swing, Christian Science Monitor). Criticism of the policy has taken two forms:

(a) Objection to manner in which the American proposal was presented to the world. This criticism has come from all shades of political opinion -- chiefly from "liberals", but also from "moderates" and "nationalists". Lippmann termed President Truman's announcement "naked unilateralism", and many others protested the "peremptory", "take-it-or-leave-it" attitude displayed by the Administration and the American delegation. Included in this group are a number of observers who support U.S. maintenance of Pacific bases (e.g., Washington Star, Knight papers, Kaltenborn).

(b) Disapproval of the proposal itself. Many "internationalists" and "liberals" have contended that the proposal amounts to thinly disguised annexation, and has destroyed American moral prestige in the United Nations. Some have argued that the American plan "deals a body blow to the whole trusteeship

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system." Commentators taking this critical view urge modification of the plan, either to include international inspection, or to decrease the areas designated as "strategic", thus placing more territory under jurisdiction of the Trusteeship Council. Sharp criticism has come from a number of important organizations, notably from religious groups and women's organizations.

(3) The smallest critical group, including several Congressmen and the Chicago Tribune, object to the proposals on the ground that they "give away" the bases; they urge annexation.

d. Letters Received by the Department of State

(1) The Department's correspondence on trusteeship has been slight: very few prior to November ⁶, average of ten per week from November 11 to December 9, and average of three weekly from December 9 to present.

(2) Letters received prior to the President's announcement urged this Government to place the Pacific Islands under the trusteeship system. Letters following November ⁶ have been on the whole critical of the proposed draft agreement. Most writers have expressed their belief that other governments might well be suspicious of this country if we persist in the announced policy and urge the Government to change its position, thereby proving the U.S. faith in the U. N.

e. Resolutions of National Organizations on the U.S. Proposed Agreement on the Japanese Mandated Islands

(1) In Favor of the Proposal:

American Legion

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(2) Against the Proposal:

American Veterans Committee
 Institute on Ethnic Affairs
 National Peace Conference
 World Action Committee on Lasting Peace
 Friends Committee on National Legislation
 Commission on World Peace of Methodist Church
 League of Women Voters
 Young Women's Christian Association
 Women's International League
 American Association for United Nations
 Board of Missions of the Methodist Church

4. Relation to World Public Opinion

a. While European audiences may be inclined to see trusteeship arrangements chiefly as significant of relations among the great powers, Far Eastern peoples tend to be interested in the trusteeship system as reflecting policies and attitudes toward the problem of non-self-governing territories.

b. ~~Unless it is shown clearly that U.S. security interests are consistent with trusteeship principles,~~
There is a tendency abroad to assert: (1)
~~other peoples will tend to think that U.S. policy is dominated~~
~~determined by military considerations, with the implication that U.S. trust in the U.N. security system is half-hearted and U.S. concern for the inhabitants of trusteeship areas is slight.~~

~~(4) Unless the relationship between the U.S. position on the Japanese Mandated Islands and general U.S. Pacific policy is carefully explained, some quarters of world opinion may be expected to form distorted views, such as:~~

(2) That the U.S. is extending its frontier

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to the Marianas.

(3) ~~(A)~~ That the U.S. does not recognize security interests of other powers in the Pacific.

(4) ~~(B)~~ That the U.S. intends to maintain military control over the Philippines.

(5) ~~(C)~~ That the U.S. seeks to exert military pressure ~~in the Asiatic~~ ⁱⁿ the Asiatic ~~countries~~ countries.

PROBLEM

5. To help the public to understand correctly the nature of and reasons for the U.S. trusteeship proposal for the Japanese Mandated Islands, and the relation of this proposal to general U.S. trusteeship policy, thereby minimizing ^{misunderstanding and} public opposition, ~~that is due to misunderstanding.~~

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INFORMATION THEMES

6. The U.S. took a leading initiative in developing the trusteeship system of the U.N. In proposing the trusteeship mandate for the Japanese Mandated Islands, the U.S. is demonstrating its full faith and confidence in the U.N. organization. Our Government will wholeheartedly promote and give full effect to the trusteeship principles laid down in the United Nations Charter.

7. In order to enable the United States to safeguard its own national security and at the same time to discharge its obligations for general security under the United Nations, the Japanese Mandated Islands in the ^{importance} Central Pacific, ^{which have} ~~being~~ ~~high strategic~~ ~~interest to the United States~~, should be administered by ~~the U.S.~~ ^{the U.S. as a strategic area.}

8. ^a With respect to the former Japanese Mandated Islands, ~~and for any Japanese Islands for which the United States~~ ~~assumes responsibility,~~ ^{and for any Japanese Islands for which the United States} ~~may assume responsibility,~~ the United States has proposed

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trusteeship rather than annexation as the basis for its administration.

b. *Insert here new para and new para.*

10. The particular form of trusteeship proposed by the United States for these islands fully complies with the purposes and provisions of the United Nations Charter. A strategic area trusteeship under the United Nations will not only enable the United States to safeguard its own security but will enable us the better to discharge our obligations for security under the United Nations Security Council and thus contribute to the security of other nations in the Pacific area.

~~10. The proposed trusteeship is consistent with long-established policy in the Pacific; it does not represent an aggressive projection of U.S. claims into a new part of the world. The U.S. had had major interests in the Far East for many years.~~

11. Like all other existing trusteeship agreements recently approved by the General Assembly, the proposed agreement for the Japanese Mandated Islands provides for a sole administering authority (the U.S.) while at the same time recognizing fully the role and responsibility of the U.N. The islands would be administered as an integral part of U.S. territory, but *under the proposed agreement* the sovereignty of the U.S. would not in fact be extended over *them*. In this respect the position is identical with that of a number of other agreements recently approved by the General Assembly.

12. The islands are small, widely scattered and sparsely populated. Their total land mass is about 800 square miles, total population about 50,000. ~~The whole area, rather than specific parts, is to be considered as a strategic area because~~

because of
~~Under the rapidly changing technological conditions of modern war and the peculiar geographic nature of the territory, it is impossible to predict where bases may have to be built.~~

rather than specific parts,
 the whole area is of strategic importance and
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is therefore designated "strategic area" for purposes of the trusteeship agreement.

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13. The U.S., in its proposed agreement, has undertaken far-reaching obligations for the political, economic, social and educational advancement of the inhabitants and for developing their capacity for local self-government. Explicit provision is made for the enjoyment of the basic freedoms whose advancement has long been a fundamental part of U.S. policy.

a. Treatment. Use of language implying a condescending attitude or racial superiority, such as use of the term "natives," should be avoided.

14. The U.S. proposes that the Trusteeship Council carry out its normal functions with respect to non-strategic trusteeship areas, including visits and reports, in any part of the Japanese Mandated Islands except areas which may from time to time be closed for security reasons, even though the strict requirements of the Charter do not give the Trusteeship Council such wide powers.

15. The U.S. has made clear that any agreement arising out of (a) the regulation of armaments, including the principle of inspection, or (b) the assignment of forces and facilities to the Security Council under Article 43 of the Charter, will apply to the ~~strategic areas of the Japanese mandated islands~~ ^{entire trust territory} in the same way as to any United States territory.

INFORMATION OPERATIONS

16. Information along the foregoing lines should be wogen into the general State Department information program on trusteeship, which includes publications, speeches by top officials, radio programs, and background meetings for press, other mass media and representatives of national organizations,

and ~~may~~ should ~~provide~~ ^{provide} guidance to the War + Navy Departments for public information purposes.

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Comm. Creager
CONFIDENTIALFPI 4As cleared by DA and IN
not cleared by SPA

January 14, 1947

Copy No. 13 *file***INFORMATION PROGRAM ON TRUSTEESHIP**

In considering the information program on trusteeship, it is well to bear in mind that there are two facets to U. S. policy toward trusteeship which require appropriate merging in the information program. One is the general policy toward the international trusteeship system, to which the United States committed itself in the United Nations Charter, and with which it will be continuously concerned in the work of the Trusteeship Council, the work of the Security Council as it relates to strategic areas, and generally through the contributory work of the Economic and Social Council and the specialized agencies. The second is U. S. policy in the trusteeship area where it is the nation of primary concern, namely the former Japanese Mandated Islands in the Pacific. In this latter policy there is present a balancing of national security interests with the international trusteeship principles and with collective security through the United Nations.

I. The Situation: U. S. Opinion on Trusteeship**A. Extent of Comment**

Before November 6, trusteeship ranked comparatively low among foreign affairs issues as a subject of concern to press and radio commentators. This was probably because: (1) the U. S. had not declared its policy in the area where we have primary concern; (2) there were no national or international steps publicly taking place; and (3) trusteeship is remote to the average individual.

With the President's announcement of the U. S. position November 6, comment greatly increased -- and has since dropped off again.

B. Opinion Before November 6.

Comment generally showed approval for the trusteeship system as projected in the UN Charter.

Opinion polls showed that a considerable majority of the public favored some kind of trusteeship for the Pacific Islands (Japanese Mandates), and a majority favored also U. S. control.

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Press and radio comment tended to be scattered and unclear, with some pressing for different forms of trusteeship and others going so far as to advocate outright annexation.

C. Opinion After Announcement of U. S. Policy, November 6.

A flood of comment followed President Truman's announcement of U. S. trusteeship policy for the Pacific Islands. A majority of press and radio commentators expressing an opinion indicated clear approval, sharing the opinion of the New York Times that the proposal represents "the maximum concession to international authority possible at this time and the minimum protection of American safety."

However, opposition to the trusteeship proposal was impressive, not so much because of its size as because of the influence of its spokesmen (e.g., Sumner Welles, Walter Lippmann, Raymond Swing, (Christian Science Monitor). Criticism of the policy has taken two forms:

- (1) Objection to manner in which the American proposal was presented to the world. This criticism has come from all shades of political opinion -- chiefly from "liberals", but also from "moderates" and "nationalists". Lippmann termed President Truman's announcement "naked unilateralism", and many others protested the "peremptory", "take-it-or-leave-it" attitude displayed by the Administration and the American delegation. Included in this group are a number of observers who support U. S. maintenance of Pacific bases (e.g., Washington Star, Knight papers, Kaltenborn).
- (2) Disapproval of the proposal itself. Many "internationalists" and "liberals" have contended that the proposal amounts to thinly disguised annexation, and has destroyed American moral prestige in the United Nations. Some have argued that the American plan "deals a body blow to the whole trusteeship system". Commentators taking this critical view urge modification of the plan, either to include international inspection, or to decrease the areas designated as "strategic", thus placing more territory under jurisdiction of the Trusteeship Council. Sharp criticism has come from a number of important organizations, notably from religious groups and women's organizations.

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- 3 -

The smallest critical group, including several Congressmen and the Chicago Tribune, object to the proposals on the ground that they "give away" the bases; they urge annexation.

D. Letters Received by the Department.

The Department's correspondence on trusteeship has been slight: very few prior to November 6, average of ten per week from November 11 to December 9, and average of three weekly from December 9 to present.

Letters received prior to the President's announcement urged this Government to place the Pacific islands under the trusteeship system. Letters following November 6 have been on the whole critical of the proposed draft agreement. Most writers have expressed their belief that other governments might well be suspicious of this country if we persist in the announced policy and urge the Government to change its position, thereby proving the U. S. faith in the U.N.

E. Resolutions of National Organizations on the U. S. Proposed Agreement on the Japanese Mandated Islands.

1. In Favor of the Proposal:

American Legion

2. Against the Proposal:

American Veterans Committee
 Institute on Ethnic Affairs
 National Peace Conference
 World Action Committee on Lasting Peace
 Friends Committee on National Legislation
 Commission on World Peace of Methodist Church
 League of Women Voters
 Young Women's Christian Association
 Women's International League
 American Association for United Nations
 Board of Missions of the Methodist Church

II. Information Policy

A. Aims

In initiating more information on trusteeship, the problem is the divided public opinion which simultaneously

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favors adequate protection of U. S. security and active U. S. cooperation with and leadership in the United Nations. The public is now generally convinced that the U. S. position on trusteeship does adequately safeguard our security interests, but important groups are concerned lest it may result in a weakening of the United Nations, as well as American moral leadership.

The aims of the information program are to: (1) increase the flow of factual information on trusteeship and the U. S. position, both generally and on the Japanese Mandated Islands; (2) clearly explain the nature of the relationship between unilateral security measures and collective security through the UN; (3) emphasize the ways in which the U. S. trusteeship agreement coincides with and furthers UN objectives; (4) stress U. S. measures and intentions to aid the social and economic advancement of dependent peoples (unilaterally, by financial loans, technical information, and advice by experts; and collectively by active participation in ECOSOC and the specialized international agencies).

B. Themes (General Trusteeship)

The following themes regarding U. S. policy toward international trusteeship are appropriate for use in the information programs:

1. The principle of international trusteeship has become a fundamental part of U. S. foreign policy, since it was first enunciated by President Wilson in 1918.
2. This policy resulted from American opposition to the annexation of colonial territories detached by war from former enemy states.
3. Accordingly, a system of international responsibility has been incorporated in the Charter of the UN as the substitute for annexation of such territories by a single state.
4. The welfare of the native inhabitants is the paramount consideration of trusteeship and the states administering the territories on behalf of the UN are required to carry out the highest standards in fulfilling this purpose. Requirements for reporting.

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by the administering state, and for international inspection and supervision assure compliance with the general purposes of the system.

5. International security is also of primary importance and each trust territory, together with the administering state, plays its part in the general security system of the UN.
6. The trusteeship system itself contributes to world security by removing weak territories from being the object of conflicting political claims by rival national states.
7. Furthermore, the trusteeship system promotes economic peace and stability by assuring equal trade rights and opportunities to all members of the UN.
8. The UN supervises the trusteeship system through the Trusteeship Council of ten nations, of which the U.S. is a permanent member. Thus we have a continuing responsibility for assuring that the principles and purposes of the system are given practical effect. We participate at every point in negotiating the agreements, and in reviewing annual reports and in making periodic inspections.
9. The trusteeship system provides far reaching obligations for the political, economic, social and educational advancement of the inhabitants, and for their development toward self government or independence. The basic individual human rights and freedoms, which have always been of intimate concern to the American people and which are a fundamental part of U. S. foreign policy, find expression internationally through the trusteeship system.

C. **Themes (Japanese Mandated Islands)**

The following themes regarding U. S. policy toward the former Japanese mandated islands are appropriate for use in the information program:

1. The United States is committed to and has every intention of promoting the trusteeship purposes of the United Nations Charter.

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2. With respect to the former Japanese mandated islands and for any Japanese islands for which the U. S. may assume responsibility, the U. S. has proposed a policy of trusteeship, rather than a policy of annexation.
3. In the form of trusteeship proposed by the U. S. for these islands, the U. S. has provided every safeguard for our national security, while at the same time providing full compliance with the purposes and provisions of the UN Charter.
4. Like all other existing trusteeship agreements, the proposed agreement for the Pacific Islands provides for a sole administering authority (US) while at the same time recognizing the supervisory responsibility of the UN.
5. The Japanese mandated islands will play their part in the national security and as part of the U. S. security system will contribute to the general security system of the UN for which the U. S. has assumed obligations. The U.S. will carry out this obligation in a manner which will not conflict with the national security interests of other nations. Instead, the mandated islands under U. S. administration, located as they are in the central Pacific, will contribute to the security of other members of the UN.
6. Explain the nature of the former Japanese mandated islands and the social and economic stage of the inhabitants. The U. S. has provided in its agreement far reaching obligations for the political, economic, social and educational advancement of the inhabitants, and for their development toward local self government. Explicit provision is made for the enjoyment of the basic freedoms which have long been a fundamental part of U. S. foreign policy.
7. The restrictive features now contained in the agreement, such as areas to be closed to international inspection and report, would be subject to the overriding provisions of any subsequent UN agreement for the regulation of armaments and of any subsequent agreement under Article 43 of the Charter.

III. Activities Planned By the Office of Public Affairs

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A. Printing

A pamphlet on trusteeship is scheduled for release from the Government Printing Office around the middle of February. It is a comprehensive review (100 pp.) of the historical background and pertinent facts of trusteeship, and of United States policy toward trusteeship. It contains attractive visual presentation of the basic facts, including maps and appropriate documentary annexes. Wide distribution is planned -- to press, radio, magazine, organizations, schools, libraries, universities, etc.

A Foreign Affairs Outline to assist discussion leaders is also planned.

The State Department Bulletin has programmed several articles for the coming weeks:

- (1) The U. S. policy statement before the Security Council upon presentation of the proposal for the Japanese Mandated islands.
- (2) A series of four or five articles, starting with a review of the United States position in the last UN Assembly meeting and concluding with an analysis of the organization and work of the Trusteeship Council.

The text of the Draft Trusteeship Agreement for the Japanese Mandated Islands and the statement of the President upon release November 6 are available in mimeograph; there will be annexes in the printed pamphlet of all the basic documentation.

B. Mass Media

1. Items on the United States position on the Japanese mandated islands and on Mr. Sayre, the newly appointed U. S. member on the Trusteeship Council, are in the current Information Sheet, now going to 950 editors, publishers, commentators, house organizations, etc.
2. Radio: The NBC "Our Foreign Policy" series will carry a program on trusteeship with Mr. Sayre in February. CBS and Mutual are both interested in putting on Mr. Sayre. Trusteeship will be emphasized in the daily liaison with radio programmers.

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3. Mass Media Conferences: Two background, of f-the-record discussions of developments in trusteeship, including the U. S. position on Japanese mandated islands and the first meeting of the Trusteeship Council in March, are planned, with State, Navy and possibly UN representatives participating. (Mr. DA, Mr. Borton JA, Captain Dennison, Navy, and Mr. Bunche, UN), are suggested. These will be timed with the Security Council's discussion of the U. S. proposal (sometime between now and the first of February), and will be held in Washington and New York.

The service of the Mass Media Branch, Division of Public Liaison, is discussing treatment and supplying factual materials to radio, magazine and feature press representatives continues daily. The availability of more factual materials on trusteeship, particularly official statements by the United States, will mean a stepping up of interest and outside articles and talks on trusteeship.

C. Organizations

Background conferences for organization representatives will be scheduled in Washington and New York within the next month.

Receipt of the forthcoming pamphlet by the organizations will help to stimulate interest and discussion of trusteeship. The Foreign Affairs Outline, scheduled for drafting and release as soon as possible, will aid the national organizations and their local chapters to study and discuss the problem.

Also, now that the U. S. position on the Japanese mandated islands has been announced, the Speakers Arrangement Bureau will arrange for speakers to address groups throughout the country in the coming months. Later on in the spring, effort will be made to schedule a series of important speaking engagements for Mr. Sayre.

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