Memorandum D



The following note deals only with those is responsible.

## GILBERT AND ELLICE ISLANDS COLONY.

The possibilities of the following Islands
as air bases in the Gilbert and Ellice Islands Colony
have been reported on.

(H.M.S.Leith's report - Capt. Bevir)

A. Ocean Island. (Colony headquarters - a phosphate Island). Impossible.

B. Gilbert Islands.

(Introd headquarters)

-do-

( drotnet (a)quarters)

Butaritari. There is an extensive lagoon which accessible to ships, and there is good anchorage for there would be good anchorage for flying boats and sea-planes in the lagoon, and good run ways. The Island appears possible as an air base.

Tarawa. There is an extensive lagoon accessible to ships and plenty of anchorage. There would be good anchorage for flying boats and seaplanes and good run-ways probably quite clear of obstructions. At some seasons (November to March) rough seas might be met with within the lagoon. The Island appears possible as an air base.

Tabiteues and Onotos. There are partial lagoons accessible to boats. Ships can anchor outside. There would probably be fair anchorage for flying boats and seaplanes. Run-ways were not investigated and the islands were not considered to look hopeful.

- C. Ellice Islands.

Funafuti. (Administrative headquarters) This appears to be the most suitable Island in the group

-do-

for

for an air base. There is an extensive lagoon accessible to ships and there would be good anchorage for flying boats and seaplanes, and good run-ways with few coral pinnacles.

Nukufetau. The lagoon is large but smaller and more sheltered than that at Funafuti. A further survey would be required to ascertain whether good run-ways could be found.

Vaitupu. There is a small lagoon, possibly accessible to boats from the eastward. Anchorage for ships is unsafe. Landing is only possible by canoes over a bad reef. There would be good anchorage for seaplanes in the lagoon. White remany would be

Nui and others. Quite useless and "although I did not visit them I feel sure that the same remark applies to Manama, Nurakita, Nuitao and probably Nanomea.

Nukulailai is also of doubtful value. It is unlikely to have any advantages over the adjacent Funafuti".

D. Outlying Islands of the Gilbert and Ellice Islands Colony.

1. Christmas Island.

(i) American interest. In the report for 1935 of
the British Naval Attaché at Washington it was mentioned
that Christmas Island had of late received some
prominence in the press. Rear Admiral Horns Commandant
of the United States Navy's aircraft base force had
stated that is a preliminary survey for an air route
from Honolulu to Pa Go none of the Howland, Baker, and
Jarvis Islands had advantages for a seaplane anchorage
equal

NANUMAGA)

(French mikevest has also been suggester)

equal to Christmas Island. Christmas Island lagoon was stated to be well sheltered and spacious, and easily able to accommodate Trans-Ceanic seaplanes. It was the most desirable point for an aviation base.

A representative of Imperial Airways Limited was reported by the Foreign Office in March last as having suggested that this Island had also been colonised on behalf of the United States.

In September, 1936, the Acting High
Commissioner for the Western Pacific reported, semiofficially, that Christmas Island had been mentioned as
about to become the subject of a claim by the United
States.

published an article to the effect that American State Department Officials had said that America did not recognise British sovereignty over Christmas Island. Similar articles have been published in New Zealand and the New Zealand Government have raised the matter with the Dominions Office. The Foreign Office have asked for a report from His Majesty's Consul at Honolulu concerning the activities or intentions of the United States Government in Kalagion.

taken possession of on the 17th March, 1888, by Captain Sir William Wiseman in H.M.S. Caroline because it lay along the probable route of an intended frans-Pacific cable. Mr. Thomas Williams, an agent of Messrs.

Henderson and MacFarlane, of Auckland, was resident on the Island at the time.

Christmas Island was brought within the jurisdiction

It has rested been helpforted that xmas had among than other which with and the winter by to so want to be visited by the visited by the flying booth.

jurisdiction of the High Commissioner for the Western Pacific in 1895 by an Instruction of the Secretary of State under Article 6 of the Pacific Order in Council, 1893.

The Island was included within the boundaries of the Gilbert and Ellice Islands Colony in 1919 by an Order in Council dated 30th July, 1919, under the Colonial Boundaries Act.

Central Pacific Coccanut Plantations Limited hold a licence under which they have the exclusive right to occupy, cultivate and develop the Island for 87 years from the 1st January, 1914. The licence cannot be assigned without the Secretary of State's permission.

permission.

(iii) Suitability for an air base. (Note prepared in the Air Ministry dated 8th April, 1936). The

Asland is considerably larger than Fanning and is a little further away from the direct line from Honolulu to Samoa. From the chart, however, the lagoon would appear to be considerably better than that at Fanning Island as it is larger and would permit of a three mile take off in any direction. It is not so attractable to shipping as Fanning Island as the lagoon is rather shallow.

Island, 2nd to 4th September, 1936) A Extremely large atoll 14 miles by 12 miles with a tongue 17 miles by 5 miles extending to the East-South East, with a lagoon on the western side and many lakes. Good open anchorage is available outside the reef for any class

Company have used Talitism Celow. The French authorities have recently without of French (about for for french (about for for ferritary. The money of the don't with the in touch with the parties that

they may take

ora the concession

Landing would knowledge be practicable in the west eide

water but many lakes were found about 1½ miles long and 15ft. deep running in several directions. If properly surveyed it is considered that good landing and taking off stretches could be found. It is thought that a good landing ground about 2 miles square could be made on the north fringe of the Island by cutting down a few cocoanut trees and a little levelling.

the stage from H.M.S. Achilles, dated 5th September, 1936 The results of an air survey indicated that Christmas Island afforded good facilities for the construction of adequate flying boat bases with a certain amount of blasting to clear the run-way.

## 2. Fanning Island.

(i) Sovereignty. The Asland was taken possession of by Captain Sir William Wiseman of H.M.S. Caroline on the 15th March, 1888, (the Asland was then occupied by a British subject who had been there since 1857, and it is stated that Commander Pierce in H.M.S. Alert had taken former possession of the Island in 1861).

The Island was brought within the jurisdiction of the High Commissioner for the Western
Pacific in 1895, together with Christmas Island.
Fanning and Washington Island (See below) were
included within the boundaries of the Gilbert and
Ellice Islands Colony in 1916 by an Order in Council
under the Colonial Boundaries Act.

Cable and Wireless have a station on the

of ship. Much of the lagoon has only about 2ft. of water but many lakes were found about 12 miles long and 15ft. deep running in several directions. properly surveyed it is considered that good landing and taking off stretches could be found. V It is thought that a good /landing ground about 2 miles square could be made on the north fringe of the Island by cutting down a few cocoanut trees and a little levelling. Psage from H.M.S. Achilles, dated 5th September, The posults of an air survey indicated that Christmas Island afforded good facilities for the Construction of adequate flying boat bases with a certain amount of blasting to clear the run-ways. Fanning Island. (i) Sovereignty. The Asland was taken possession of by Captain Sir William Wiseman of H.M.S. Caroline on the 15th March. 1888. (the Zsland was then occupied by 7, and it 7 / Wiltin a vadues of 25 miles from the centre. Char Refact Som of Cook Islet there is an area with the 16175 Schilles) lugoon entirely free from coval obstructions, "in except fossibly, on its labreme hasten eide, on and having throughout a deflet of more than 9 feet and a general depth of 12 feet. This area fulfills specified requirement for length than the specified 12 feet on No other and loved head on the castern area is surable . puncil Cimil of this area could It was thought that an acrodrome could be removed by blasking. be construited as whome. There are numerous suitable sites for Langars and the dipways. nd

Island, and Burns, Philp and Company Kinited have recently formed a new Company - Fanning Island

(Plantations) Limited - to work the coconut concession.

An Administrative Officer is now stationed on the Island.

(ii) Suitability as an air base. (Air Ministry)

Memo of 8th April, 1936) The Island has an excellent harbour for shipping. The harbour is somewhat small for take-off of heavily loaded flying boats under tropical conditions. It would be interesting to know whether the sea outside the harbour entrance is sufficiently smooth for take-off.

(H.M.S. Wellington's report): A large low-lying atoll 9 miles by 5 miles planted with coconut trees with a large and mostly shallow lagoon, is good open anchorage for ships of any size off the cable station. Ships up to about 250 ft./drawing less than 12ft. can enter the lagoon and anchor inside. The lagoon is mostly shallow and the only practicable landing/is We in an East North-East direction from the entrance of the lagoon for a distance of 1 mile, and possibly East South-East for 1 mile. During most of the year it larasveralt to come down would be quite practicable to land in the open sea off the anchorage, as the swell does not appear to work round the Island. If the very infrequent Westerly were blowing landing would be possible on the East side but there is, no entrance into the lagoon for shelter.

A shore landing ground about 9 miles long
in an Hast and West direction and about 8 miles broad
could probably be made on the Southern side but ##
would

Hers Achilles'

report vole that

there is no reliable

anchorage for other

than small evaple.

Lighter would want

be lower could normally

the lower by from it

while lying under

while lying under

way outside the

lægoon.)

B. Fred Jide Wills Commissed.

would require considerable drainage. | N.P.

3. Washington Island. This Island is leased together with Fanning Island. It is not reported on as an air base.

Message from H.M.S. Achilles: Fanning Island has space for shore construction but much blasting bould be required for adequate sea room.

THE PHOENIX ISLANDS.

1. Canton | Though never formerly annexed Canton has been leased since 1894, (the issue by the Crown of such a licence has been held by the Law Officers to make the Island part of the British Dominions "so long as H.M.G. shall find it expedient to retain the sovereignty"). The present licence is in the name of Burns, Philp and Company Martis and is for 87 years from the 1st January, 1914. In August, 1936, Captain Bevir, of H.M.S. Leith, left a Union Jack on the Island and a notice board with the words "This Island belong to His Britannic Majesty, King Edward VIII; was visited by H.M.S. Leith, August, 1936, Signed O.Bevir, Captain, R.N.)." A similar message was left in a sealed tin.

lagoon. The total size of this lagoon is about 84 by of this lagoon is about 84 by and supports in most parts and grass and scrub lft. high, and eleven coconut trees.

There is fair anchorage for ships in smooth water

(HMS Leith's"

B. Problider Winds Corner, 889.

[Insent from ship]

would require considerable drainage. | N.P.

3. Washington Island. This Island is leased together with Fanning Island. It is not reported on as an air base.

Report from 1475

The acrial survey carried mb by H1.5 Achilles midicales that an area witten I wite vadius of English Harborn cutrance 15 Comparatively free from coval obstructions, and there could be cleaved by blashing. On the occasion of the vivil the levell would have endangered a take off through the deep water channel. This channel, has an effective width in the direction of the prevailing wind of considerably less than 700 feet. The land area is emitable for to exection of hangar, and Elipways would dannel through which the stream own s lame of strangly.

rown of s to so long

as space

years

from the 1st January, 1914. In August, 1936, Captain Bevir, of H.M.S. Leith, left a Union Jack on the Asland and a notice board with the words "This Island belong to His Britannic Majesty King Edward VIII; was Wisited by H.M.S. Leith, August, 1936, Signed O.Bevir, Captain, R.N.). A similar message was left in a sealed tin.

(Hors Leite's

Canton is a coral atoll enclosing a spacious including the lagrow, The total size of this lagoon is about 84 by The soil/is stoney and supports in most 4 sea miles. parts lank grass and scrub lft. high, and eleven coconut trees.

> There is fair anchorage for ships in smooth water

Insention ship To

water, Lasy access to the lagoon/for small craft, and good anchorage for flying boats. A survey would be required to ascertain whether the lagoon could provide good run-ways for air-craft as parts of the lagoon are studded with coral reefs and pinnacles. Assert are studded with coral reefs and pinnacles. Message from H.M.S. Achilles, dated 5th September, 1936: "Canton Island considered (ruseless) except possibly for the erection of a wireless seacon.

2. Hull Island. This Island was taken possession in Harring of in 1889, by Captain Oldham, and is leased to Burns, Philp and Company Pinter. In August, 1936, Captain Bevir left a Union Jack and a notice board proclaiming British sovereignty as in the case of Canton Island.

The total area of the atoll with lagoon to the state is a small settlement at present uninhabited. The rest of the sland is covered with bushes 7ft. to 10 ft. high. There is no boat passage into the lagoon except, perhaps, for small boats at high tide and canoes. There is no anchorage for ships but there would be good anchorage for flying

boats

The lagoon/is extensive, and would provide

run-ways for aircraft. || 5

Message from H.M.S. Achilles, dated 5th September,
1936: Huli Island. Have completed analysis. Result
of an aerial survey indicates that Hull Island would
offer good facilities for the construction of an
adequate flying boat base with a certain amount of

blacting

sur [vom stell]

(950 askore) water, Zasy access to the lagoon for small craft, and good anchorage for flying boats. A survey would be required to ascertain whether the lagoon could provide good run-ways for air-craft as parts of the hageer are studded with coral reefs and pinnacles. message from H.M.S. Achilles, dated 5th September, 1936: "Canton Island considered (? useless) except possibly for the erection of a wireless beacon. 2. Hull Island. This Island was taken possession on 11 wely of in/1889 by Captain Oldham, and is leased to Burns, Captain Kepart from HMS Litthe ofthe lagoon is honeycombed with frmungclaiming sland. oon ist er of oconut Fathous in the vouthern part. lagoon would not be ed with passage Canton was considered except perhaps for a wireless beacon to at lying The few coral head in the north cast helf of the Report / som lagoon could be removed by blashing. The HMS Achilles rovide would provide a dear area of sufficient dimensions to fulfil requirements for runways. The general defth of water is estimated at ber, more than a fathours. There affect to be The Berick turvey numerous suitable hangar sites, but the carried out by Result construction of elipanys would involve blasting. NATS Achilled konta edicares that It is thought that It would be an easy into the tagoon in the present there is an t of no anchorage Lighters could be loaded on the bee side of the island, but could eting not be bearled. Wis thought that the island offer good facilities for an air base.

(copresent uninhabited)

3. Sydney Island/ Taken possession of/26th June, 1889 by Captain Oldham, H.M.S. Agera The Island is leased to Burns, Philp and Company. Suitability of the Asland as an air base has not been reported on.

The Asland has vegetation and parts have been planted with coconuts, reported to be in # good condition in August, 1935. There is understood to be 🛤 anchorage for ships.

4. McKean, Enderbury, Phoenix and Barnie Islands (uninhabita)

on the 29 Tune, & 10 Tuly respectively in its Egeric" possession of/in 1889 by Captain Oldham/and are leased to Burns, Philp and Company. McKean and Enderbury Islands have been worked by British Companies in the past but are not new leased by H.M.G. Captain Bevir may be said to have proclaimed British sovereignty (previously non-existent) over McKean Island in August, 1936, by leaving a notice board and message to the effect that the Island belonged to His Majesty.

> These four Islands are desolate and dip Landing by boat must even be towards the centre. The lagoons are no size and the Islands dangerous. appear useless, probably even for helicopters.

Taken possession of by Captain 5. Gardner Island. Gibson, H.M.S. Curacoa in/1892, and leased to Burns, Philp and Company. The Island is uninhabited and uncultivated. Landing is practically impossible except in native boats at high tide and with calm water. Suitability of the Island as an air base has not been

reported

(Stemany) Phoenix group) reported on, but it would presumably be useless.

To sum up regarding the Phoenix Islands, it appears that apart from Sydney it was not reported on by Captain Bevir, Inly Canton and Hull Islands would be of any use for air bases. Captain Bevir considered that Hull could be used at once, provided personnel and stores could be conveyed by air and landed in native cances. To improve facilities it would be necessary to cut a draw passage into the lagoon and to lay down sea moorings as at Ocean Island. He considered that if the lagoon at Canton would provide run-ways for aircraft the Island would provide better facilities than Hull without much expenditure.

The result of H.M.S. Achilles' aerial survey, however, indicates that Hull would offer good facilities, but that Canton would be useless, except possibly for the erection of a wireless beacon.

Although Sydney, Hull, Canton, Phoenix,
Birnie and Gardner Islands are leased to Burns, Philp
and Company for the cultivation of coconuts, only

I the Land the worked for the form.

Sydney and Hull have been planted. The Company reported
recently to the High Commissioner that the question of
indenting labour from the Tokeau Islands to re-open and
work the group was being considered, but that everything
would depend upon what conditions of labour could be
obtained. Even at the present (improved) price of
copra they feared that there would be nothing in it for
them.

The Acting High Commissioner has raised the question of using these Islands to accommodate some of

the

the surplus population of the Gilbert Islands, or the Banabans from Ocean Island, but these proposals are very much 'in the air' at present.

The geographical position of the Phoenix group renders them important, and while our claim to sovereignty over the six Islands leased to Burns, Philp and Company would appear very strong there would seem no reason why the group should not be included within the Gilbert and Ellice Islands Colony. They lie within the rectangle formed by the Gilbert Islands, Washington Island, Christmas Island and the Ellice Islands and are comparatively close to the Ellice group, (it would be obtain Treasury concurrence).

GROUP OF ISLANDS LYING WEST OF THE FRENCH MARQUESAS ISLANDS.

. Kunay not be

toline occupation

(1) Islands leased to Maxwell# and Company Limited, of Auckland, New Zealand. These are Flint, Caroline and Vostock. Caroline is said to have been taken possession of by Commander Narcs , H.M.S. Encounter, in 1868. The other two do not appear to have been annexed. H.M.S. Wellington left a formal record of her recent visit to Caroline Island. A Union Jack was flying on in the emplay of Maxwell's bugoraran the Island, then inhabited by four Tahitians, when H.M.S. 11 called there Wellington arrived.

Flint and Cardine Islands are normally visited every three months by a schooner from Tahiti. is said to be a low Island 22 miles by 2 mile, covered with coconut trees. There is no anchorage and landing by boat is difficult in any swell. The Island is thought quite unsuitable for an air base.

Caroline is said to be a low atoll 7 miles by

1 mile in the shape of a crescent fairly well covered with coconut trees. There is no anchorage and boat landing is bad. The lagoon is very shallow and many coral sand shoals render it useless for aircraft.

Landing in the open sea on the west coast is thought feasible in the prevailing winds but there is no shelter.

No shore landing ground could be made.

Vostock/is said to be a small, low Gwana

Island, thickly wooded. It is thought that it would
be quite useless as an air base except possibly for a

D/F Station. Anchorage is probably possible from the

Western point but would be very exposed. Boat landing
is possible in calm weather.

(ii) Starbuck Island. Taken possession of in December, 1866
by Commander Swinburne in H.M.S. Mutine. This Island,
together with Jarvis (recently annexed by America) was
formerly leased by H.M.G. The licence was surrendered
by indenture on the 12th May, 1921.

(HTS Wellington's

Starbuck is said to be a very low Island, 52 miles by about 1 mile, with no trees or scrub. There is no anchorage and landing would be impossible in any sea or swell. Neither the lagoon nor the open sea would permit aircraft to land, but it might be possible to make a landing ground in the centre of the Island which is Thirty flat.

Malden Island. Discovered by Lord Byron in 1825 but never (so far as is known) annexed. Leased by H.M.G. as a guana Island till 1928. H.M.S. Wellington found a complete set of flags on the Island when she visited it this year. She left a message nailed to the flag staff to the effect that the Island belonged to His

Majesty

(H. M. V" Welling Kin!"

Behort )

Majesty on the 27th August, 1936. The Island is said to be a very low/Island, 4 miles by 3 miles, without any trees or scrub with a brackish lake in the centre. Anchorage might be possible at the western end but would be dangerous owing to currents. Boat landing is possible, but difficult in a swell. Landing would be impossible by seaplanes and it would be extremely

difficult to make a shore landing ground.

(Summary)

judging by H.M.S. Wellington's report it would not seem that any of the above-mentioned Islands are likely to be of value for an air bases. Our ownership of Flint, Caroline and Vostock is on fairly sure foundation should they be required. H.M.S. Wellington's action in leaving a formal record of her visit at Malden may have strengthened our claim to that Island.

ownership were it occupied by another power.

ISLANDS IN THE EASTERN PACIFIC.

It is possible that the following Islands may become important:

) Pitcairn Island, The refuge of the "Bounty" mutineers in 1789, has been regarded as British since the visit of Captain Elliot in H.M.S. Fly in 1838. The Island was first brought within the jurisdiction of the High Commissioner for the Western Pacific in 1898 by an Instruction of the Secretary of State under Articles 4 and 6 of the Pacific Order in Council, 1893. It is contemplated that an Administrative Officer should pay

Captain Wall of 18th Shanks

Willington down which

No the frequent vivil

American yachts

(11)

( uninhabited from the visited from from the visited from from time)

Fine to vine

a visit to Pitcairn next year and report on the

possibility of developing the Island, and me the trivially

(ii) Oeno, Hemaerson and Ducie Islands. The Union Jack was

hoisted on these Islands with a notice declaring them

to be dependencies of Pitcairn and the property of the

British Government by Mr. J.R. Mocol, President of

Pitcairn Island, at a request of H.M. Consul at Tahiti

on the following dates:

Hendenson - 6th July 1902

Henderson - 6th July, 1902.

Oeno - 10th July, 1902.

Ducie - 19th September, 1902.

intended taking the Islands and his action was approved by H.M.G. I It is intended that the proposed mission will be able to Pitcairn/should/investigate the possibilities of these three Islands next year.

Colonial Office Dec, 1936. [ 2 mil A suc, and)