

UNITED



NATIONS

REPORT OF THE TRUSTEESHIP COUNCIL

**covering the work of its twenty-first
and twenty-second sessions**

VOLUME I

GENERAL ASSEMBLY
OFFICIAL RECORDS : THIRTEENTH SESSION
SUPPLEMENT No. 4 (A/3822)

NEW YORK, 1958

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NOTE

All United Nations documents are designated by symbols, capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

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This volume contains the part relating to the organization and the activities of the Council during the twenty-first and twenty-second sessions. In addition, the present volume contains the chapters on conditions in four Trust Territories adopted by the Council during its twenty-second session (9 June - 1 August 1958) following the examination of the reports of the Administering Authorities on the Territories concerned for the years 1956-1957.

Volume II contains the chapters on conditions in four Trust Territories adopted by the Council during its twenty-first session (30 January to 26 March 1958) following the examination of the reports of the Administering Authorities on the Territories concerned for the year 1956.

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Part I

ORGANIZATION AND ACTIVITIES OF THE COUNCIL

Chapter I

ORGANIZATION OF THE COUNCIL

A. Membership

1. No new members having been elected by the General Assembly during its twelfth session, the membership of the Council at the opening of its twenty-first session remained as listed in the previous report of the Council. However, at the 880th meeting, on 7 March 1958, as a consequence of the formation of the United Arab Republic, the seat on the Council previously occupied by the representative of Syria was taken by the representative of the United Arab Republic. In consequence, the membership of the Council was thereafter as follows:

Members administering Trust Territories:

Australia
Belgium
France
Italy
New Zealand
United Kingdom of Great Britain and Northern Ireland
United States of America

Members mentioned by name in Article 23 of the Charter and not administering Trust Territories:

China
Union of Soviet Socialist Republics

Members elected by the General Assembly:

Date of retirement

Burma	31 December 1958
Guatemala	31 December 1958
United Arab Republic	31 December 1958
Haiti	31 December 1959
India	31 December 1959

B. Officers

2. Mr. Emilio Arenales Catalan (Guatemala) and Mr. Alfred Claeys Boúuaert (Belgium) were elected President and Vice-President, respectively, at the beginning of the twenty-first session.

3. At the conclusion of the twenty-first session, the President announced that he would no longer be representing his country at the United Nations. Consequently, in accordance with rule 21 of the rules of procedure, Mr. Claeys Boúuaert served as President during the twenty-second session.

C. Sessions and meetings

4. The Council and its Standing Committees held the following meetings during the period covered by the present report:

TRUSTEESHIP COUNCIL

Twenty-first session (848th to 888th meetings), 30 January to 26 March 1958;¹

Twenty-second session (889th to 936th meetings), 9 June to 1 August 1958.

STANDING COMMITTEE ON ADMINISTRATIVE UNIONS

101st to 118th meetings, 3 February to 23 July 1958.

STANDING COMMITTEE ON PETITIONS

460th to 492nd meetings, 11 December 1957 to 29 July 1958.

The Committee on Rural Economic Development of the Trust Territories, the Committee on Classification of Communications, the Sub-Committee on the Questionnaire and various drafting committees also met during the period covered by this report.

5. All those meetings took place at United Nations Headquarters, New York.

D. Procedure

6. At the twenty-second session, the Council reviewed rule 21 of its rules of procedure. At its 933rd meeting, it adopted a resolution² whereby it decided to amend that rule to read as follows:

"If the President should be temporarily absent, the Vice-President shall act as President in the same conditions.

"In the event that the President for any reason is no longer able to act in that capacity, the Council shall elect a new President for the unexpired term. The same procedure shall be followed in the event that the Vice-President for any reason is no longer able to act in that capacity."

The Council also decided that the new rule should come into force on 1 January 1959.

¹ It should be recalled that between the close of the twentieth session and the opening of the twenty-first session, the Council held a seventh special session (841st to 847th meetings, 12 to 20 September 1956). The activities of the Council at that session, which was entirely devoted to the consideration of the future of Togoland under French administration, are described in its special report on that question to the General Assembly at its twelfth session (A/3676 and Corr.1).

² Resolution 1908 (XXII).

7. As stated in its last report to the General Assembly,³ the Council had adopted at its twentieth session resolution 1713 (XX) of 8 July 1957 whereby it decided as a temporary measure, subject to review at the end of one year and without prejudice to the existing rules of procedure, to establish a committee of two members to determine, with the assistance of the Secretariat, the provisional classification of all communications received.

8. Accordingly, the review of procedures regarding petitions was placed on the agenda of the twenty-second session of the Council. The question was discussed by the Council at its 926th meeting. The Council decided that the procedure envisaged in resolution 1713 (XX) should be continued for another year and that in carrying out its work the Committee on Classification of Communications should take into account the observations made by members of the Council during the discussion.

E. Relations with the Security Council

9. In accordance with Article 83 of the Charter, with the resolution adopted by the Security Council at its 415th meeting on 7 March 1949, and with its own resolution 46 (IV) of 24 March 1949, the Trusteeship Council examined at its twenty-second session the report of the Government of the United States of America on the

³ *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595 and Corr.1 and 2), Part I, chapter I, para. 6.*

administration of the Trust Territory of the Pacific Islands for the year ended 30 June 1957⁴ and adopted a report⁵ which it transmitted to the Security Council on the exercise of its functions in respect of this strategic area.

F. Relations with the specialized agencies

10. Representatives of the International Labour Organisation, the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization and the World Health Organization participated in the work of the Council as occasion required.

11. Observations on sections of the annual reports of the Administering Authorities dealing with matters with which they were concerned were submitted to the Council by UNESCO for all Territories except Somaliland under Italian administration, the Pacific Islands and Western Samoa,⁶ by WHO for Tanganyika, Ruanda-Urundi, the two Cameroons and Somaliland,⁷ and by FAO for Tanganyika.⁸ These observations were examined by the Council in conjunction with the relevant annual reports.

⁴ T/1383.

⁵ S/4076.

⁶ T/1352, T/1353, T/1354, T/1355, T/1378, T/1379 and T/1380.

⁷ T/1358, T/1359, T/1363, T/1365 and T/1397.

⁸ T/1364.

Chapter II

EXAMINATION OF ANNUAL REPORTS

1. During the period under review, the Council had before it the annual reports of the Administering Authorities on the following Trust Territories:

<i>Trust Territory</i>	<i>Administering Authority</i>	<i>Year covered by the report</i>	<i>Date on which the report was received by the Secretary-General</i>	<i>Note of the Secretary-General transmitting the Report</i>
Tanganyika	United Kingdom	Year 1956	27 August 1957	T/1339
Ruanda-Urundi	Belgium	Year 1956	27 August 1957	T/1338
Cameroons under British administration	United Kingdom	Year 1956	6 September 1957	T/1340
Cameroons under French administration	France	Year 1956	21 January 1958	T/1351
Togoland under French administration	France	Year 1956	3 April 1958	T/1371
New Guinea	Australia	Year ended 30 June 1957	7 May 1958	T/1375
Nauru	Australia, New Zealand and United Kingdom	Year ended 30 June 1957	29 April 1958	T/1374
Trust Territory of the Pacific Islands	United States	Year ended 30 June 1957	11 June 1958	T/1383
Somaliland under Italian administration	Italy	Year 1957	24 June 1958	T/1388
Western Samoa	New Zealand	Year 1957	30 June 1958	T/1394

2. As regards Tanganyika, the Cameroons under British administration and Somaliland under Italian administration, the Administering Authorities concerned submitted also supplementary information in writing covering events subsequent to the preparation of the annual reports.¹ In addition to the annual report on Western Samoa, the Government of New Zealand submitted a memorandum on the future of the Territory.²

3. The Council examined all those reports except that on Togoland under French administration, consideration of which was postponed until a special session to be held in September 1958.³ The reports on Tanganyika, Ruanda-Urundi and the two Cameroons were examined at the twenty-first session, and the other reports at the twenty-second session.

4. As indicated in paragraph 9 of chapter I above, the report on the Trust Territory of the Pacific Islands is dealt with in a report of the Council to the Security Council.⁴ The manner in which the other reports were examined is briefly described below.

5. During the examination of particular reports, the Council took into consideration the petitions raising general questions in the Territories concerned.⁵ The Council also granted a hearing, during its examination of the report on the Cameroons under French administration, to a petitioner, Mr. Alexandre Douala Manga Bell, one

of the deputies of that Territory in the French National Assembly.

6. At the same time as the annual reports on Tanganyika, Ruanda-Urundi and Somaliland under Italian administration, the Council examined the reports of the 1957 Visiting Mission on those Territories, as well as the observations of the Administering Authorities concerned on the Mission's reports on Tanganyika and Somaliland.⁶ In the case of the report on Somaliland, the Council also examined the report of the United Nations Advisory Council⁷ for the Territory and General Assembly resolution 1206 (XII) on the economic advancement of the Territory.

7. Finally, as noted in paragraph 11 of Chapter I above, the Council also had before it, during the examination of several annual reports, the observations of specialized agencies.

8. In its examination of each report, the Council heard an opening statement by the special representative of the Administering Authority concerned, who subsequently replied to the questions put to him by members of the Council on political, economic, social and educational conditions. The Council then held a general discussion, following which it appointed a drafting committee to prepare a draft chapter on conditions in the Territory for adoption by the Council.

9. Each chapter contains an outline of conditions in the Territory concerned, the conclusions and recommen-

¹ T/1349 and Corr.1, T/1350, T/1397.

² T/1387.

³ See Part I, chapter VII, paras. 29 and 30.

⁴ S/4076.

⁵ For the symbol numbers, see Part I, chapter III.

⁶ T/1362 and T/1396.

⁷ T/1372.

dations adopted by the Council and the observations of individual members of the Council. Those chapters adopted during the twenty-first session appear, in accordance with a decision taken at that time by the Council, in a separate volume—Volume II—of this report issued in advance of the present volume. Those adopted

during the twenty-second session appear in Part II of the present volume.

10. Further details concerning the procedural aspects of the examination of the annual reports are given in the following table:

<i>Trust Territory</i>	<i>Name of the special representative</i>	<i>Meetings at which the annual report was examined</i>	<i>Report of the Drafting Committee</i>	<i>Meetings at which the report of the Drafting Committee was adopted</i>
<i>Twenty-first session</i>				
Tanganyika	Mr. J. Fletcher-Cooke	872nd to 833rd	T/L.844	888th
Ruanda-Urundi	Mr. Pierre Leroy	849th to 859th	T/L.824	885th
Cameroons under British administration	Mr. J. O. Field	856th to 865th	T/L.835	886th
Cameroons under French administration	Mr. Xavier Deniau	863rd to 875th	T/L.838	886th
<i>Twenty-second session</i>				
New Guinea	Mr. J. H. Jones	899th to 916th	T/L.864	930th
Nauru	Mr. J. H. Jones	890th to 896th	T/L.860	927th and 928th
Western Samoa	Mr. G. R. Powles	910th to 923rd	T/L.878	934th
Somaliland under Italian administration	Mr. Luigi Gasbarri	919th to 931st	T/L.880	935th

Chapter III

EXAMINATION OF PETITIONS

A. Classification of Communications

1. The Committee on Classification of Communications, which the Trusteeship Council established by resolution 1713 (XX) of 8 July 1957, examined, in accordance with the method of work set out in the annex to this resolution, the contents of each original communication received during the period under review and determined, with the assistance of the Secretariat, its provisional classification under the rules of procedure of the Council.

2. This Committee was composed of the representatives of Belgium and Syria (later United Arab Republic) from 12 July 1957 to 26 March 1958, and of New Zealand and the United Arab Republic from 26 March to 1 August 1958.

3. During this period, the Committee submitted ten reports on its activities.¹ Nine of these covered the classification of 7,786 communications issued in 229 separate documents. In many cases, petitions containing similar complaints, particularly those complaining of the general situation in the Trust Territories of the Cameroons under British administration and the Cameroons under French administration, were grouped and their contents summarized and analysed in a single document. The other report² records the reclassification by the Committee of the 1,131 petitions which had already been reproduced at the time of the establishment of the Committee and which were still awaiting examination. In this report, the Committee recommended that the established procedure should continue to be applied to 173 of these petitions; that 333 of them should be reclassified as general questions petitions under rule 85, paragraph 2, of the rules of procedure; that seventy-eight of them should be reclassified as communications under rule 24; and that 547 should be considered as inadmissible under rule 81, because they dealt with matters within the competence of the courts.

4. The provisional classification of the Committee on Classification of Communications was reviewed by the Standing Committee on Petitions, which in turn submitted four reports³ on this matter to the Trusteeship Council, one of which⁴ related to the classification of documents circulated by the Secretary-General under rule 85, paragraph 2, and rule 24, prior to the establishment of the Classification Committee.

5. The Trusteeship Council considered these reports at its 849th, 856th and 887th meetings during its twenty-first session and at its 907th meeting during its twenty-second session and in effect approved the classification originally made by the Classification Committee.

B. Examination of Petitions

6. The Standing Committee on Petitions continued during the period under review to examine and to report

to the Council on petitions to which the established procedure was applied.

7. From the beginning of the period under review until the end of the twenty-first session of the Trusteeship Council, the Standing Committee on Petitions was composed of the representatives of China, France, India, Italy, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland. During that time, it held twenty-six meetings.⁵

8. At its 888th meeting, the Trusteeship Council decided that the Standing Committee on Petitions should be composed of the representatives of Australia, Belgium, China, France, India and the Union of Soviet Socialist Republics. From 9 June 1958 until the end of the twenty-second session of the Council, the Standing Committee, thus composed, held seven meetings.⁶

9. With respect to documents to which the established procedure was applied, the Standing Committee on Petitions submitted fourteen reports⁷ to the Council at its twenty-first session and five reports⁸ at its twenty-second session, proposing resolutions either on individual petitions or on groups of petitions raising the same or similar complaints.

10. The reports submitted at the twenty-first session related to 283 petitions. The Committee proposed, and the Council adopted at its 884th, 885th and 887th meetings, 120 draft resolutions covering 259 petitions. In the case of the remaining twenty-four petitions, the Standing Committee reported on their contents, but was unable to examine them for the reasons noted in the two following paragraphs. In addition, sixty-six of the 259 petitions concerning which draft resolutions were adopted remained partially unexamined for the same reasons.

11. By letter dated 17 December 1957, the United Kingdom delegation to the United Nations informed the Secretary-General that any petitions concerning the Cameroons under British administration having a date later than 30 May 1957, and emanating from members or branches of the *Union des Populations du Cameroun* and its affiliated organizations, would not be recognized by the United Kingdom Government and that no observations on such petitions would be submitted. As a result, forty petitions relating to the Cameroons under British administration and twenty-one petitions relating jointly to the Cameroons under British administration and to the Cameroons under French administration remained unexamined.⁹

⁵ T/C.2/SR.460 to 485.

⁶ T/C.2/SR.486 to 492.

⁷ T/L.817 to 822, 825 to 832.

⁸ T/L.854, 861, 862, 874 and 875.

⁹ Cameroons under British administration: thirty-four in T/PET.4/144; and T/PET.4/136, 137, 138, 140, 141 and 145. Cameroons under British administration and Cameroons under French administration: nineteen in T/PET.4 and 5/20 and two in T/PET.4 and 5/21.

¹ T/C.2/L.310 to 315, 323, 333, 351, 352.

² T/C.2/L.313.

³ T/L.812, 814, 834 and 854.

⁴ T/L.814.

12. As a consequence, moreover, of the written statement, transmitted by the Government of France as Administering Authority for the Cameroons under French administration, relating to those petitions coming from a party, or a member of a party, which was dissolved by Decree of the French Government dated 13 July 1955, to the effect that the Administering Authority regretted that it was unable to consider a document prepared by an organization, or by a person claiming to belong to an organization, that was prohibited by law, the Standing Committee on Petitions did not examine twenty-one petitions relating to the Cameroons under French administration and twenty-nine of the petitions relating jointly to the two Trust Territories of the Cameroons.¹⁰

13. The reports submitted at the twenty-second session related to fifteen petitions. The Committee proposed, and the Council adopted at its 933rd and 935th meetings, twelve draft resolutions on these petitions.

	<i>Number of petitions examined</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report numbers</i>
Petitions examined according to the established procedure	8	T/PET.2/212-219	1786 (XXI) to 1793 (XXI)	T/L.827 and 828
Petitions raising general questions	2	T/PET.2/L.9 and 10		

17. The two petitions raising general questions were taken into consideration by the Council during its examination of the annual report on the Territory concerned.

18. Seven of the eight petitions which were examined according to the established procedure and reported on by the Standing Committee on Petitions came from individuals, and one from a trade union.

19. In its resolutions on six petitions,¹² the Council drew the attention of the petitioners to the observations of the Administering Authority or to the statements of its special representative. Four of them contained a series of personal grievances, one pertained to the petitioner's inability to obtain a passport in order to pursue his studies abroad, and one complained about difficulties encountered in the registration of a certain trade union.

	<i>Number of petitions examined</i>	<i>Document numbers</i>	<i>Resolution numbers</i>	<i>Report number</i>
Petitions examined according to the established procedure	2	T/PET.3/85 and 86	1794 (XXI) and 1795 (XXI)	T/L.822
Petitions raising general questions	0	—		

23. The two petitions examined according to the established procedure and reported on by the Standing Committee on Petitions were signed by individuals. The Council suggested to the first petitioner that, if he wished to continue his studies at an English-speaking institution, he might apply to the University College authorities at Makerere, Uganda, for admission and such

¹⁰ Cameroons under French administration: T/PET.5/877, 884, 888 (sections 28, 51, 54), 895 (sections 11, 18), 939, 1029, 1101, 1108, 1109, 1118, 1245, 1247, 1248, 1250, 1252, L.73 and L.320; two Trust Territories of the Cameroons: T/PET.4 and 5/7, 9, 12, 13, 14, 15, 16, 19; nineteen in T/PET.4 and 5/20 and two in T/PET.4 and 5/21.

14. In addition 6,862 petitions raising general questions were taken into consideration by the Council in its examination of conditions in Trust Territories at its twenty-first and twenty-second sessions.¹¹

15. Further details concerning the number of petitions examined, the symbol number of the documents in which they appear, the numbers of the relevant resolutions and the symbol numbers of the reports of the Standing Committee on Petitions are given in respect of the individual Trust Territories in the following sections, together with an indication of the contents of the petitions and of the action taken on them by the Council.

C. Petitions concerning Tanganyika

16. The following petitions were examined by the Council at its twenty-first session:

20. The Council noted that a dispute relating to the infiltration of another petitioner's farm by unauthorized persons had been satisfactorily settled.¹⁸

21. Finally, on a petition concerning the disposal of a church plot by the trustees without the express consent of the members of the congregation, the Council noted that the Attorney-General of Tanganyika had certain rights and duties in relation to charitable trusts and expressed the hope that it would be furnished with information regarding the results of the further investigations which were being made.

D. Petitions concerning Ruanda-Urundi

22. The following petitions were examined by the Council at its twenty-first session:

other assistance as might be available. The Council drew the observations of the Administering Authority and the statements of its special representative to the attention of the author of the second petition, who had expressed dissatisfaction with a judicial decision.

¹¹ The great majority of these related to the Cameroons under British administration and the Cameroons under French administration and were summarized and analysed in documents T/PET.4 and 5/L.17 and Add.1 and 2.

¹² Resolutions 1787 (XXI), 1788 (XXI), 1790 (XXI) to 1793 (XXI).

¹⁸ Resolution 1786 (XXI).

E. Petitions concerning the Cameroons under British administration

24. The following petitions were examined by the Council at its twenty-first session:

	Number of petitions examined	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	67	T/PET.4/117-135, 139, 142-144	1796 (XXI) to 1806 (XXI)	T/L.821
Petitions raising general questions	3	T/PET.4/L.6 T/COM.4/L.24 T/COM.4/L.28		

25. Fifty-three of these petitions were signed by individuals and one by a group of chiefs, while sixteen of them originated from various committees of the *Union des Populations du Cameroun* and its affiliated organizations.

26. The three petitions raising general questions were taken into consideration by the Council during its examination of the annual report on the Territory concerned.

27. Of the petitions examined according to the established procedure and reported on by the Standing Committee on Petitions, the Council decided that one, dealing with a land case, was inadmissible under the rules of procedure.¹⁴

28. In its resolutions relating to a further twenty-six petitions,¹⁵ the Council merely drew the attention of the petitioners to the observations of the Administering Authority or to the statements of its special representative. Two of these petitions contained complaints of repressive measures against the UPC and its members, six against searches carried out in UPC offices in the Southern Cameroons and one against a fire at one of those offices. Eight complained that political refugees from the Cameroons under French administration were discriminated against in the matter of tax payment. Three petitions dealt with the conduct of the March 1957 elections in the Southern Cameroons.

29. On five petitions concerning the murder of a French Cameroonian and his wife, the Council noted the fact that the Administering Authority was continuing its investigations and was taking all possible measures to bring the guilty persons to trial.¹⁶

30. Finally, forty-one petitions protested against the dissolution of 3 June 1957 of the *Union des Populations du Cameroun*, the *Jeunesse démocratique du Cameroun* and the *Union démocratique des Femmes camerounaises*, in the Cameroons under British administration, against the arrest and deportation of the leaders of these organizations, and against the seizure of funds and property belonging to the dissolved organizations. In these cases, the Council took note of the observations of the Administering Authority and of the statements of its special representative, and expressed the hope that the harmonious development of political life in the Territory might be able to continue in a democratic atmosphere of freedom of opinion and respect for law and order.

F. Petitions concerning the Cameroons under British administration and the Cameroons under French administration

31. The following petitions were examined by the Council at its twenty-first session:

	Number of petitions examined	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	32	T/PET.4 and 5/7 to 10, 12 to 20	1807 (XXI) to 1819 (XXI)	T/L.826
Petitions raising general questions	6,441	T/PET.4 and 5/L.15, L.16, L.17 and Add.1 and 2 T/COM.4 and 5/L.2 T/PET.4 and 5/11		

32. The 6,441 petitions raising general questions were taken into consideration by the Council during its examination of the annual reports on the Territories concerned.

33. Twenty-four of the petitions examined according to the established procedure and reported on by the Standing Committee on Petitions emanated from committees or members of the *Union des Populations*

du Cameroun or its affiliated organizations. One was from a group of notables and the remainder from private individuals.

34. Only four of the thirty-two petitions were examined by the Council with regard to both Territories.¹⁷ The observations of the Administering Authorities or the statements of its special representatives were brought to the attention of the authors of three of these petitions

¹⁴ Resolution 1804 (XXI).

¹⁵ Resolutions 1796 (XXI) to 1799 (XXI), 1801 (XXI) to 1803 (XXI), 1805 (XXI).

¹⁶ Resolution 1800 (XXI).

¹⁷ Resolutions 1808 (XXI), 1810 (XXI), 1816 (XXI) and 1817 (XXI).

which dealt with elections in the Cameroons under French administration in December 1956 and in the Cameroons under British administration in March 1957, and with repressive measures alleged to have been taken against members of the UPC in both Territories. On the fourth petition, the Council took note of the observations of the Administering Authorities to the effect that the deaths of a petitioner's husband and of three of her children had not been caused by foul play.

35. The remaining twenty-eight petitions were examined only in so far as they related to the Cameroons under British administration. With regard to twenty-five petitions, the Council merely drew the attention of the petitioners to the observations of the Administering Authority or to the statements of its special representative.¹⁸ Twenty of these petitions dealt with the dissolution on 3 June 1957 in the Territory of the *Union des Populations du Cameroun*, the *Jeunesse démocratique du Cameroun* and the *Union démocratique des Femmes camerounaises*, the arrest and deportation of their leaders and the seizure of the property of those organizations.

Four others instanced cases of alleged repressive measures against members of the UPC, protested against searches carried out at various UPC offices and complained against the conduct of the March 1957 elections. The last petition in this group referred to difficulties encountered by certain students both in pursuing their higher education through scholarships awarded to them by Member States, and in obtaining employment commensurate with their qualifications.

36. Finally, in its resolutions on three further petitions, which concerned the murder of a French Cameroonian and his wife,¹⁹ the Council noted that the Administering Authority was continuing its investigations and was taking all possible measures to bring the guilty persons to trial.

G. Petitions concerning the Cameroons under French administration

37. The following petitions were examined by the Council at its twenty-first session:

	Number of petitions examined	Document numbers	Resolution numbers	Report numbers
Petitions examined according to the established procedure.....	92	T/PET.5/388, 389, 400, 401, 467, 493, 591, 503, 507, 543, 544, 551, 552, 556, 557, 561, 567, 569, 573, 578, 588, 606, 608, 825, 842, 855, 861-864, 870-875, 888 (sections 2, 18, 23, 26, 29, 30, 32, 37, 41, 45, 48, 55, 57, 59), 889 (sections 5, 6, 9), 891 (sections 3, 10), 894 (sections 2, 3, 5, 8, 12, 15, 20-23, 25, 28), 895 (section 2), 910, 954, 955, 982, 986, 990, 994, 1039, 1048, 1084, 1095, 1100, 1103, 1113, 1114, 1198, 1208, 1234, 1241, 1243, L.116, COM.5/L.140, 141 and 199	1820 (XXI) to 1905 (XXI)	T/L.817 to 820, 825, 829 to 832
Petitions raising general questions	394	T/PET.5/L.416, 417, 430-432, 434-451 T/PET.5/R.16 T/COM.5/L.206 and 209 T/PET.5/482, 495, 519, 531, 598, 678, 700, 733, 775, 782, 804, 807, 812, 813, 818, 821, 823, 824, 826-841, 843, 847, 849-853, 857, 865-869, 876, 878-880, 883, 885, 887, 888 (sections 50, 52, 53, 56, 58, 60), 889 (sections 1, 8, 10-13), 890, 892 (sections 1-3, 5-11), 894 (sections 1, 4, 6, 7, 9, 10, 13, 17, 19, 24, 26), 895 (sections 1, 3-15), 907, 909, 911-914, 916-918, 920-929, 931, 933-935, 937, 938, 940-943, 945, 952, 953, 956-975, 977-981, 983-985, 987-989, 991, 992, 995-1000, 1002-1028, 1030-1038, 1040-1047, 1049-1083, 1085-1094, 1096, 1099, 1102, 1104-1107, 1110, 1111, 1115-1117, 1119, 1120, 1162, 1163, 1177, 1181, 1187, 1190, 1193-1197, 1200-1202, 1205-1207, 1209-1233, 1235-1240, 1242, 1244, 1251, 1253, 1254 and 1297		

¹⁸ Resolutions 1807 (XXI), 1809 (XXI), 1811 (XXI), 1812 (XXI), 1818 (XXI) and 1819 (XXI).

¹⁹ Resolutions 1813 (XXI), 1814 (XXI) and 1815 (XXI).

38. The 394 petitions raising general questions were taken into consideration by the Council during its examination of the annual report on the Territory concerned.

39. Seventy-four of the ninety-two petitions examined according to the established procedure and reported on by the Standing Committee on Petitions were signed by private individuals; eight emanated from persons speaking on behalf of groups of people, five from labour unions and five from members of the *Union des Populations du Cameroun* or its affiliated organizations.

40. In its resolutions on sixty-nine of these petitions,²⁰ the Council drew the attention of the petitioners to the observations of the Administering Authority or to the statements of its special representative. Fifteen dealt with disputes involving land cases; nineteen contained protests against alleged discrimination on the basis of race, trade union or political affiliations; two requested financial assistance in the educational field and two asked for the improvement of medical services; one protested against conditions of detention in prisons and another against the conduct of certain teachers; the remaining twenty-nine contained personal grievances or requests for assistance.

41. With regard to fourteen other petitions,²¹ the Council took note of the statements of the special representative to the effect that the Administering Authority had received repudiations of authorship from four persons, that it had been unable to identify the authors of seven petitions and that it could not understand the object of three others. The Council further took note of the fact that two disputes relating to ownership of

land had been settled, and that no scholarships had been withdrawn in 1956 for reasons other than purely scholastic.²²

42. Further, the Council requested the Administering Authority to continue its efforts to help a petitioner find suitable employment, and suggested to two others who had submitted similar requests to register with the Labour Exchange.²³ The Council called on the authors of another petition to bring to the attention of the local authority any specific complaints they might have of abuses allegedly committed by a certain Cantonal Chief.²⁴ In another case, the Council took into account the request by ten village chiefs that Cantonal Chiefs should be elected democratically and not appointed.²⁵ Finally, the Council invited the Administering Authority to furnish it with any additional information in due course regarding the result of a petitioner's appeal to the *Conseil d'Etat* against a decision relating to his deportation order from the French Cameroons.²⁶

43. At its twenty-first session, the Trusteeship Council had also before it a request²⁷ submitted by Mr. Alexandre Douala Manga Bell for a hearing in connexion with conditions in the Cameroons under French administration. The request was granted at the 853rd meeting and the petitioner was heard by the Council during its examination of the annual report on the Territory.²⁸

H. Petitions concerning Somaliland under Italian administration

44. The following petitions were examined by the Council at its twenty-second session:

	Number of petitions examined	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	13	T/PET.11/580,713-720, 722, 723	1909 (XXII) to 1918 (XXII)	T/L.874
Petitions raising general questions	2	T/PET.11/L.26 T/PET.11/L.27		

45. The two petitions raising general questions were taken into consideration by the Council during its examination of the annual report on the Territory concerned.

46. The thirteen petitions examined in accordance with the established procedure contained various requests or complaints of a specific nature.

47. With regard to one of these petitions,²⁹ the Council considered that no action was necessary since the matter was settled to the satisfaction of all concerned. With regard to six petitions,³⁰ the Council drew the attention of the petitioners to the observations of the Administering Authority.

48. With regard to one petition,³¹ the Council drew the attention of the petitioners to the observations of the Administering Authority, in particular, to the programme of economic assistance in agriculture which the Administering Authority had drawn up for the benefit of ex-servicemen's associations in which the latter were free to participate at any time. It also recalled to the attention of the Administering Authority its resolution 1289 (XVI) whereby it recommended that the Administering Authority, in consultation with the United Nations Advisory Council for Somaliland, should, as far as possible within the limits of existing and contemplated developmental programmes, evolve and implement a comprehensive scheme for the rehabilitation of

²⁰ Resolutions 1820 (XXI), 1822 (XXI) to 1824 (XXI), 1827 (XXI) to 1841 (XXI), 1843 (XXI), 1845 (XXI), 1846 (XXI), 1848 (XXI) to 1850 (XXI), 1852 (XXI), 1854 (XXI), 1856 (XXI), 1858 (XXI) to 1866 (XXI), 1868 (XXI) to 1874 (XXI), 1876 (XXI) to 1885 (XXI), 1887 (XXI), 1889 (XXI), 1891 (XXI), 1892 (XXI), 1896 (XXI), 1897 (XXI), 1899 (XXI), 1901 (XXI) and 1904 (XXI).

²¹ Resolutions 1826 (XXI), 1851 (XXI), 1853 (XXI), 1855 (XXI), 1857 (XXI), 1886 (XXI), 1888 (XXI), 1890 (XXI), 1893 (XXI) to 1895 (XXI), 1898 (XXI), 1900 (XXI) and 1905 (XXI).

²² Resolutions 1821 (XXI), 1825 (XXI) and 1902 (XXI).

²³ Resolutions 1842 (XXI), 1844 (XXI) and 1875 (XXI).

²⁴ Resolution 1847 (XXI).

²⁵ Resolution 1867 (XXI).

²⁶ Resolution 1903 (XXI).

²⁷ T/1357.

²⁸ See Part I, chapter II, para. 4.

²⁹ Resolution 1909 (XXII).

³⁰ Resolution 1910 (XXII), 1912 (XXII), 1913 (XXII), 1916 (XXII) and 1918 (XXII).

³¹ Resolution 1911 (XXII).

unemployed ex-servicemen, and that it consider, in consultation with the Advisory Council, UNICEF and other specialized agencies as well as with religious missions and other non-governmental bodies, adequate measures generally to alleviate the condition of orphans and destitute children of former servicemen.

49. On one petition,³² the Council noted that the Government of Somaliland had taken the matter raised by the petitioner under consideration and was taking steps to settle it, at least in part. On another petition,³³ the Council expressed the hope that the petitioner would receive all necessary assistance for acquiring a skill which would provide him with special employment and thus be

given an opportunity of leading a useful life as any other citizen in Somaliland.

50. Finally, on two petitions,³⁴ the Council took note of the observations made by the Chairman of the United Nations Advisory Council for Somaliland and by the special representative of the Administering Authority, in particular that the charges made by the petitioners were without foundation.

I. Petitions concerning New Guinea

51. The following petitions were examined by the Council at its twenty-second session:

	<i>Number of petitions examined</i>	<i>Document numbers</i>	<i>Resolution number</i>	<i>Report number</i>
Petitions examined according to the established procedure	1	T/PET.8/12	1920 (XXII)	T/L.861
Petitions raising general questions	3	T/PET.8/L.3 T/PET.8/L.4 T/PET.8/R.1		

52. On the petition which was examined in accordance with the established procedure, the Council drew the attention of the petitioner to the observations of the Administering Authority.

53. The three petitions raising general questions were taken into consideration by the Council during

its examination of the annual report on the Trust Territory of New Guinea.

J. Petitions concerning Western Samoa

54. The following petitions were examined by the Council at its twenty-second session:

	<i>Number of petitions examined</i>	<i>Document numbers</i>	<i>Resolution number</i>	<i>Report number</i>
Petition examined according to the established procedure	1	T/PET.1/9	1919 (XXII)	T/L.862
Petitions raising general questions	1	T/PET.1/L.4 T/PET.1/L.4/Add.1		

55. On the petition which was examined according to the established procedure, the Council took note of the observations made by the special representative of the Administering Authority and drew them to the attention of the petitioner.

56. The petition raising general questions was taken into consideration by the Council during its examination of the annual report on the Trust Territory of Western Samoa.

³² Resolution 1914 (XXII).

³³ Resolution 1915 (XXII).

K. Petition concerning all Trust Territories

57. One petition raising general questions concerning all Trust Territories (T/PET.GEN/L.2) was examined by the Council at its twenty-second session. This petition was taken into consideration by the Council during its examination of the annual reports on the various Trust Territories.

³⁴ Resolution 1917 (XXII).

Chapter IV

VISITS TO TRUST TERRITORIES

A. United Nations Visiting Mission to Trust Territories in East Africa, 1957

1. The United Nations Visiting Mission to Trust Territories in East Africa, 1957, appointed by the Council at its twentieth session, was composed of Mr. Max H. Dorsinville (Haiti), Chairman; Mr. Robert Napier Hamilton (Australia); U Tin Maung (Burma) and Mr. Jean Cédile (France).

2. The Mission departed from United Nations Headquarters on 14 July 1957 and proceeded to Mogadiscio, the capital of the Trust Territory of Somaliland under Italian administration, visiting that Territory from 18 July to 6 August. After short stops at Nairobi (Kenya) and Kampala (Uganda) in connexion with the work of the East African Inter-Territorial Organization, the Mission visited Tanganyika from 9 August to 17 September, and Ruanda-Urundi from 18 September to 9 October. After consultations at Leopoldville, capital of the Belgian Congo, the Mission had discussions in turn at Rome, Brussels and London with Ministers and senior officials of the Administering Authorities concerned before returning to New York on 23 October.

3. The Mission submitted to the Council a separate report on each of the Trust Territories visited. The reports on Tanganyika and Ruanda-Urundi,¹ as well as the observations submitted by the United Kingdom Government on the report relating to Tanganyika,² were considered by the Council at its twenty-first session, concurrently with the examination of the annual reports of the Administering Authorities on the administration of the Territories concerned, while the report on Somaliland under Italian administration,³ as well as the observations of the Italian Government thereon,⁴ was examined at the twenty-second session together with the annual report of the Administering Authority and the report of the United Nations Advisory Council.

4. After examining the three reports of the Mission, the Council adopted, at its 931st meeting, a resolution⁵ whereby it took note of these reports and of the observations of the Administering Authorities thereon, and expressed its appreciation of the work accomplished by the Mission. In the same resolution, the Council also drew attention to the fact that, at its twenty-first and twenty-second sessions, in formulating its own conclusions and recommendations on conditions in the Trust Territories concerned, it took into account the observations and conclusions of the Mission and the observations of the Administering Authorities thereon, decided that it would continue to take these observations and conclusions into account in future examinations of matters relating to the Trust Territories concerned and invited the Administering Authorities concerned to give consideration to the

conclusions of the Mission as well as to the comments made thereon by the members of the Council.

B. Arrangements for the dispatch of a periodic visiting mission to Trust Territories in West Africa in 1958

5. During its twenty-first and twenty-second sessions, the Council made arrangements for the dispatch of a periodic visiting mission to Trust Territories in West Africa in 1958.

6. At its 888th meeting, the Council decided that the Mission should be composed of persons nominated by Haiti, India, New Zealand and the United States of America. At its 924th meeting, it approved the nominations of Mr. Georges Salomon (Haiti), Mr. Rikhi Jaipal (India), Mr. W. G. Thorp (New Zealand) and Mr. Benjamin Gerig (United States), and elected Mr. Gerig as Chairman of the Mission.

7. The terms of reference of the Mission were considered by the Council at its 932nd meeting. The Council adopted a resolution⁶ whereby, having decided that the Mission should visit the Cameroons under British administration and the Cameroons under French administration, it directed the Mission: (1) to investigate and report as fully as possible on the steps taken in the two above-mentioned Trust Territories towards the realization of the objective set forth in Article 76 b of the Charter, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant General Assembly resolutions; (2) to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and the General Assembly, and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the two Trust Territories concerned, in petitions received by the Trusteeship Council relating to the Territories, in hearings in the General Assembly of petitioners from the Territories, in the reports of the previous periodic Visiting Missions to the Territories and in the observations of the Administering Authorities on those reports; and (3) to receive petitions, without prejudice to its acting in accordance with the rules of procedure of the Council, and to investigate on the spot, after consultation with the local representative of the Administering Authority concerned, such of the petitions received as, in its opinion, warranted special investigation. In the same resolution, the Council also requested the Mission to submit to the Council as soon as practicable a report on each of the Territories visited containing its findings, with such observations, conclusions and recommendations as it might wish to make, and to include in its report on the Cameroons under British administration its views on the method of consultation which should be adopted when the time came for the people of that Territory to express their wishes concerning their future.

¹ T/1345 and T/1346, respectively.

² T/1362.

³ T/1344.

⁴ T/1396.

⁵ Resolution 1906 (XXII).

⁶ Resolution 1907 (XXII).

C. Arrangements for the dispatch of two periodic visiting missions to Trust Territories in the Pacific in 1959

8. During its twenty-second session, the Council made preliminary arrangements for the dispatch of two visiting missions to Trust Territories in the Pacific in 1959.

9. At its 933rd meeting, the Council decided to dispatch a separate mission, composed of persons to be nominated by France, India, the United Arab Republic and the United Kingdom of Great Britain and Northern Ireland, to the Trust Territory of Western Samoa. It also decided that a second mission, composed of persons to be nominated by Belgium, Burma, China and Italy, should visit the other Trust Territories in the Pacific, namely, Nauru, New Guinea and the Pacific Islands.

Chapter V

ATTAINMENT BY THE TRUST TERRITORIES OF THE OBJECTIVE OF SELF-GOVERNMENT OR INDEPENDENCE

A. General

1. The General Assembly, in resolutions 558 (VI) of 18 January 1952, 752 (VIII) of 9 December 1953, 858 (IX) of 14 December 1954 and 946 (X) of 15 December 1955, taken together, envisaged that the Administering Authority of each Trust Territory other than Somaliland under Italian administration might include in its annual report information as to: (1) the measures taken or contemplated to lead the Territory to the objective of self-government or independence in the shortest possible time; (2) the manner in which the particular circumstances of the Territory and its peoples and their freely-expressed wishes were being taken into account in these matters; (3) the adequacy of the provisions of the existing Trusteeship Agreement; and (4) estimates of the time needed, both to complete one or more of the measures meant to create the pre-conditions for the attainment of self-government or independence and to reach the final objective. The resolutions provide further for the Trusteeship Council to devote a separate section of its reports to the Assembly to an account of the action taken by the Administering Authorities on these matters, including, specifically, measures taken in respect of consultations with the inhabitants; the development of representative, executive and legislative organs, universal adult suffrage and direct elections; the training and appointment of indigenous persons for positions of responsibility in the administration; and the development of adequate public revenue; and the Council's conclusions and recommendations on these subjects.

2. In pursuance of the above request, the Council, by resolutions 1254 (XVI) of 19 July 1955 and 1369 (XVII) of 16 March 1956, adopted a special procedure for dealing with the question of the attainment of self-government or independence and it subsequently applied that procedure in formulating its last two reports to the General Assembly.¹ As regards the establishments of intermediate and final time periods for the development of self-government or independence, the Council included in the appropriate chapters of its report which dealt with conditions in the Trust Territories concerned a new sec-

tion setting out the information available to it and its conclusions thereon. As regards the specific measures upon which the Assembly had requested it to report, it adapted the political and economic sections of each of the territorial chapters concerned in order to ensure the presentation in a readily identifiable form of the relevant information on these subjects and the conclusions and recommendations which it considered appropriate to adopt on them. Finally, the Council included in its report a separate section containing references to the information desired by the Assembly and to the sections of the report in which it might be found.

3. At its twelfth session, the General Assembly adopted a further resolution on the question of the attainment of self-government or independence. By resolution 1207 (XII) of 13 December 1957, the Assembly, recalling that in its resolution 558 (VI) it had invited the Administering Authority of each Trust Territory to estimate the period of time in which the Trust Territories concerned would attain self-government or independence, recalling further that, in its resolution 1064 (XI) of 26 February 1957, it had recommended that the Administering Authorities concerned take all the necessary measures to ensure that the Trust Territories of Tanganyika, the Cameroons under British administration, the Cameroons under French administration, Togoland under French administration and Ruanda-Urundi achieve self-government or independence at an early date, reaffirmed those two resolutions and once again invited the Administering Authorities to implement them. In resolution 1207 (XII) the General Assembly also requested the Trusteeship Council to report to it on the subject at its thirteenth session.

4. At its 849th meeting, the Council decided to take note of the above resolution and to take it into account when examining the annual reports of the Administering Authorities.

5. The special procedure referred to above has again been applied in formulating the present report. Except for Togoland under French administration, consideration of which was postponed until a special session to be held in September 1958, the information desired by the General Assembly is contained in each relevant territorial chapter of the report. More detailed references to that information and to the sections in which it may be found are set out below.

¹ *Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170)*, pp. 353 and 354, and *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595)*, pp. 211 and 212.

B. Establishment of intermediate target dates and final time-limits for the attainment of self-government or independence

6. The information available to the Council and its conclusions and recommendations concerning the establishment of intermediate target dates and final time-limits for the attainment by the Trust Territories concerned of self-government or independence are included in the present report as follows:

<i>Territory</i>	<i>Volume</i>	<i>Part</i>	<i>Chapter</i>	<i>Section</i>	<i>Paragraphs</i>
Tanganyika	II	..	I	VI	293 to 295
Ruanda-Urundi	II	..	II	VI	314 to 318
Cameroons under British administration....	II	..	III	VI	288 to 292
Cameroons under French administration....	II	..	IV	VI	238
Western Samoa	I	II	II	VI	217 to 223
New Guinea	I	II	III	VI	191 and 192
Nauru	I	II	IV	VI	117 to 121

C. Measures intended to lead the Trust Territories to self-government or independence

7. The information available to the Council and its conclusions and recommendations concerning the specific measures intended to lead the Trust Territories to self-government or independence are included in the present report as follows:

<i>Subject and Territory</i>	<i>Volume</i>	<i>Part</i>	<i>Chapter</i>	<i>Section</i>	<i>Paragraphs</i>
<i>(a) Consultations with inhabitants in regards to measures taken or contemplated toward self-government</i>					
Tanganyika	II	..	I	II	23
Ruanda-Urundi	II	..	II	II	35 to 38
Cameroons under British administration	II	..	III	II	3 to 7
Cameroons under French administration	II	..	IV	II	33
Western Samoa	I	II	II	II	22
New Guinea	I	II	III	II	34
Nauru	I	II	IV	II	40
<i>(b) Development of representative, executive and legislative organs and the extension of their powers</i>					
Tanganyika	II	..	I	II	24 to 30
Ruanda-Urundi	II	..	II	II	40 to 45
Cameroons under British administration	II	..	III	II	8 to 24
Cameroons under French administration	II	..	IV	II	11 to 32
Western Samoa	I	II	II	II	2 to 19
New Guinea	I	II	III	II	25 to 33
Nauru	I	II	IV	II	16 to 20
<i>(c) Development of universal adult suffrage and direct elections</i>					
Tanganyika	II	..	I	II	31 to 40
Ruanda-Urundi	II	..	II	II	54 to 60
Cameroons under British administration	II	..	III	II	37 to 41
Cameroons under French administration	II	..	IV	II	34
Western Samoa	I	II	II	II	27 to 36
New Guinea	I	II	III	II	35 to 37
Nauru	I	II	IV	II	22 and 23
<i>(d) Training and appointment of indigenous persons for positions of responsibility in the administration</i>					
Tanganyika	II	..	I	II	50 to 54
Ruanda-Urundi	II	..	II	II	61 to 64
Cameroons under British administration	II	..	III	II	42 to 46
Cameroons under French administration	II	..	IV	II	57 to 62
Western Samoa	I	II	II	II	37 to 41
New Guinea	I	II	III	II	40 to 45
Nauru	I	II	IV	II	24 to 27
<i>(e) Development of adequate public revenue</i>					
Tanganyika	II	..	I	III	155 to 166
Ruanda-Urundi	II	..	II	III	131 to 139
Cameroons under British administration	II	..	III	III	147 to 152
Cameroons under French administration	II	..	IV	III	117 to 123
Western Samoa	I	II	II	III	99 to 105
New Guinea	I	II	III	III	83 to 86
Nauru	I	II	IV	III	54 to 62

Chapter VI

RURAL ECONOMIC DEVELOPMENT OF THE TRUST TERRITORIES

A. Introduction

1. By resolution 1208 (XII) of 13 December 1957, the General Assembly decided, in order to facilitate the eventual study by the Assembly of problems of land tenure, land utilization and land alienation in the Trust Territories, to invite the appropriate specialized agencies, particularly the Food and Agriculture Organization of the United Nations and the International Labour Organization, to submit to the Trusteeship Council their observations and suggestions concerning these problems.

2. In the same resolution, the General Assembly also recommended to the Trusteeship Council that it ensure, through the Committee on Rural Economic Development of the Trust Territories or by such other means as it deemed appropriate, the early submission of its study of the prevailing policies, laws and practices relating to land tenure, land utilization and land alienation in Trust Territories, taking into account the present and future needs of the indigenous inhabitants from the standpoint of the basic objectives of the International Trusteeship System and the future economic requirements of the Territories, as well as the social and economic consequences of the transfer of land to non-indigenous inhabitants. Finally, the Trusteeship Council was requested to include the results of this study in its next report to the Assembly.

3. The Committee on Rural Economic Development, to which the Trusteeship Council decided at its 884th meeting to refer the above resolution, submitted two reports¹ to the Council during the period under review. The first report concerned Ruanda-Urundi, the second New Guinea. Each of these reports contained a study of population, land utilization and land system in the Territory concerned, as well as a number of draft observations and conclusions proposed by the Committee. In addition, the first report contained a recommendation to the effect that, when ILO and FAO submitted their observations and suggestions concerning the problems of land tenure, land alienation and land utilization to the Trusteeship Council in accordance with General Assembly resolution 1208 (XII), the Council should authorize the Committee to take these observations and suggestions into account in its subsequent studies.

4. The first report was considered by the Council at its 899th meeting. The Council adopted the recommendation of the Committee concerning the observations and suggestions to be submitted by ILO and FAO. It also adopted the study and the draft observations and conclusions proposed by the Committee with regard to Ruanda-Urundi, as well as a number of amendments thereto submitted by India.² The study and the observations and conclusions adopted by the Council are set forth in section B below.

5. The second report was considered by the Council at its 931st and 932nd meetings. At the latter meeting, the Council adopted the study and the draft observations and conclusions proposed by the Committee with regard to New Guinea, as well as a number of amendments thereto submitted by the United Kingdom.³ The study and the observations and conclusions adopted by the Council are set forth in section C below.

B. Ruanda-Urundi

(1) STUDY OF POPULATION, LAND UTILIZATION AND LAND SYSTEM IN RUANDA-URUNDI

Population

6. With a total population of 4,494,536 in 1956, and an average of 81.5 persons per square kilometre, Ruanda-Urundi is the most densely populated territory in Central Africa. Of the total population, the great majority, 4,415,595 or more than 99 per cent, consisted of indigenous persons. Other elements of the population in 1956 included 6,486 Europeans and 2,492 Asians.

7. The indigenous population comprise three main ethnic groups. The Batwa, a pygmoid group thought to be the original inhabitants of the Territory, represent only 1.32 per cent of the total population and occupy the lowest position in the indigenous social stratification. The Bahutu, of Bantu origin, constituting 84 per cent of the population, make up the middle class of the indigenous society. The Batutsi, of Hamitic and Nilotic origin, comprising nearly 15 per cent of the population, represents the aristocracy, or the highest class in the social stratification. Mobility between the social classes is not great. The "Barundi" comprise the Bahutu and Batutsi of Urundi, and the "Banyaruanda" those of Ruanda.

8. The indigenous population is characterized by a very high birth-rate (51.5 per 1,000 in 1956) and a very high and increasing fertility rate (219 per 1,000 women in 1956 compared with 185 per 1,000 in 1954). The rate of natural increase was 2.6 per cent in 1956, as compared with 2.4 per cent in 1952. Actual increase of population in 1956 was 118,492 and it is estimated that the indigenous population will double itself in thirty years.

9. The age-structure of the indigenous population shows a relatively high proportion of children (48.9 per cent in 1956) and a relatively low proportion of old people (8.86 per cent in 1956). The dependency burden on the working adult population tends to be high.

10. Population density varies considerably, with 172 inhabitants per square kilometre in the Ruhengeri district, the most densely populated, and 31 per square kilometre in the Kibungu district, the least densely populated, in 1956. The most heavily populated areas are in the central highlands, with lower densities on the eastern and western slopes of the axial mountain range and the lowest densities in the plains areas of the eastern, southern and western districts. The proportion of Batutsi to

¹ T/1369 and T/1399.

² T/L.853.

³ T/L.870.

Bahutu varies widely from region to region, with the Batutsi varying from 31 per cent of the total population in the Kibuye district to 5 per cent in Muhinga, and the Bahutu from 95 per cent in Bubanza to 71 per cent in Bururi.

11. The demographic unit is not the village but the hill (*colline*). The social unit is the family group and these are rather haphazardly dispersed over the hill-sides in semi-isolation.

12. The overwhelming majority of the indigenous population reside in customary centres and engage in mainly subsistence activities; only 68,996 persons do not live in chiefdoms. The economically active indigenous population in 1956 totalled 130,268, with 121,031 paid workers, 3,745 employers and 4,041 self-employed; agriculture, mining, public services and transport and communications were, in that order, the most important occupations. Manufacturing industries employed only 7,533. Paid workers are recruited mostly in extra-tribal areas, though an increasing number of residents of chiefdom areas obtain part-time or temporary paid employment either in the Territory or in the neighbouring territories. The minimum wage at the beginning of 1956 was 30 francs (50 francs: US \$1.00) per day in Usumbura and 22 francs elsewhere, with more than one-third of the workers entitled to food rations and lodging, in addition; reported unemployment is low.

13. The health of the population is one of the factors influencing its productivity. The most frequent endemic causes of ill-health in the Territory in 1956 were reported to be helminthiasis, malaria, yaws, tropical ulcers, dysentery and tuberculosis, while pneumonia, malaria, tuberculosis and gastro-enteritis were the principal causes of death. Scarcity of food is a constant threat and nutritional deficiencies have been noted, particularly in the eastern part of the Territory. The ten-year plan (1950-1959) made possible an intensification of public health measures at a total estimated expenditure of 497,656,000 francs (see paragraph 42 below), supplemented by additional funds from other sources. Under the plan, an extensive potable water supply programme, subsidized by the Indigenous Welfare Fund, has been undertaken; the malaria rate was reduced from 51 per cent in 1949 to 6.6 per cent in 1954; marshes and swamps have been drained and cleared; measures such as the compulsory growing of food crops, diversification of crops, establishment of food reserves and fish farming have been introduced; and health education programmes have been undertaken.

14. The level of technological skill of the population and its ability to benefit from improvements in technology is related to its standard of education. Ordinary expenditure on education in the Territory has been increasing steadily: from 7 million francs in 1946 (5.3 per cent of the budget) to 184 million francs in 1957 (20 per cent of the ordinary budget). The ten-year plan provided for an investment of 210,848,000 francs (6.2 per cent of the plan's budget) on capital works, and it was estimated that recurrent expenditure would increase from just over 1,064,000 francs in 1950 to 35,782,000 francs in 1959. These estimates have been substantially exceeded. In 1956, 236,293 pupils a little more than one-third of the estimated school-age population, were enrolled in primary schools. Of these, 110,852, or nearly one-half, were in the first year and 1,778 in the sixth year of the six-year primary education course. Agricultural instruction is given in schools and there is a four-year course at the secondary education level for agricul-

tural assistants. Literacy statistics are not available but literacy campaigns are organized by the Administering Authority.

15. To deal with the population problem, the ten-year plan provides for (a) the gradual resettlement of the population in the interior of the Territory; (b) the development of the less populated areas within the Territory; and (c) the emigration of some of the inhabitants to places outside the Territory.

16. Gradual resettlement in extra-customary centres within the heavily populated areas involves the establishment of administrative and trade centres, the provision of water supplies in certain areas, the construction of houses and the organization of food supplies, with consequent improvement of social services and community development. So far, resettlement in extra-customary communities has been relatively minor and has not had any marked effect on the over-populated areas.

17. Some 100,000 families are to be resettled in agricultural settlements (*paysannats*) in the less heavily populated regions: 15,000 in the dry alluvial Ruzizi Plain of the Imbo region; 2,500 in the pastoral areas of the Mutara-Mubari region; 30,000 in the Malagarasi plains of the Mosso-Buragane region; 30,000 in the mountainous Buyogoma region; 13,000 in the eastern savannah Gissaka region; and 4,000 in hilly Matte-Mumigwa between the Imbo and the Congo-Nile watershed. By the end of 1956, a total of 5,672 families had been resettled on the Ruzizi Plain at a cost of 21.6 million francs. In addition, thirteen resettlement projects involving 2,446 families have been initiated in the other regions.

18. Seasonal migration of male adults to neighbouring territories tends to be high, averaging about 6 per cent of the total able-bodied adult male population. By far the greater part, some 40,000 in 1956, migrate voluntarily to Uganda and Tanganyika for agricultural employment and a smaller number, 1,689 in 1956, to the Belgian Congo. In addition, 2,461 were recruited in 1956 for work in the British Territories and 1,435 for the Belgian Congo. Some 1,700 families emigrated in 1956 for permanent settlement in the Kivu zone of the Belgian Congo.

19. A study of seasonal migration to the British Territories is being undertaken by IRSAC (Institut pour la Recherche Scientifique en Afrique Centrale) and a senior Ruanda-Urundi official has been appointed to a newly created post of liaison officer in the Belgian consulate in Nairobi (Kenya).

Land utilization

20. Ruanda-Urundi, 54,172 square kilometres in area and roughly elliptical in shape, is dominated by the Congo-Nile watershed, which divides the Territory into two unequal drainage basins. Commencing as a chain of volcanoes on the northern boundary, the range runs in an unbroken line on the western side in a southerly direction for approximately 280 kilometres. On the west, it slopes steeply down to the great depression formed by Lakes Kivu and Tanganyika and the Ruzizi Plain. The two lakes with the connecting Ruzizi River form the western boundary of the Territory. On the eastern side, the slopes are less steep and form a series of stepped plateaux terminating abruptly in a series of steep escarpments below which lie the extensive swamps and long valleys of the Ruvuvu-Kagera River complex which drains into Lake Victoria. The valleys at the southern end of the axial range are drained by the Malagarasi River, which flows at first eastward along the southern boundary of the Territory

and then doubles back to empty itself in Lake Tanganyika. The Territory is well-watered. The rivers tend to be swiftly-flowing in their upper reaches but meander considerably in their middle reaches, with banks frequently lined by papyrus swamp areas.

21. Ecologically, the Territory may be divided into: (a) the savannah regions of the east at altitudes ranging between 1,200 and 1,600 metres with a generally hot and dry climate and irregular rainfall; (b) the central plateaux or highlands areas at altitudes between 1,400 and 2,000 metres with a temperate climate and rainfall varying from irregular to regular and abundant; (c) the high steeply mountainous areas above 2,000 metres, with a cold and humid climate; (d) the Lake Kivu region lying between 1,600 and 2,000 metres with generally cold and humid climate; and (e) the low-lying plains with a tropical climate to the west of the Congo-Nile ridge along the Ruzizi River and Lake Tanganyika. Nearly 96 per cent of the total area lies between 1,000 and 2,500 metres and only 3.6 per cent below 1,000 metres.

22. The 54,172 square kilometres of land of the Territory may be classified for land utilization purposes as follows:

	sq.km	per cent
Forest	1,550	2.86
Woodlands	609	1.10
Pastures	17,539	32.50
Arable lands	22,440	41.43
Mining lands	85	0.15
Waste and other land.....	11,949	21.96
Total	54,172	100.00

23. Soil, rainfall and topography are conducive to soil erosion in the Territory and the traditional system of land utilization has led to widespread accelerated soil erosion and loss of soil fertility. Deforestation, bush burning, shifting cultivation under increasing pressure of population on the land and overstocking of pasture lands have all contributed to the destruction of the soil. The Administering Authority has enforced a large-scale soil conservation programme whereby each occupier of land is required to establish and maintain requisite anti-erosion ditches, live hedges or other protective measures. It was estimated that, at the end of 1956, a total of some 546,373 hectares had been protected by the establishment of some 442,005 kilometres of ditches or hedges.

24. A characteristic feature of Ruanda-Urundi is the almost complete absence of forests: at the end of 1956 the total area of forest reserve was only 1,550 square kilometres and of woodlands, 609 square kilometres. Forest in Ruanda-Urundi is generally of poor quality and frequently unworkable. Reserves are established mainly for protective purposes. Reafforestation is necessary to provide for future needs and each community is required to plant one hectare of woodland annually per 300 taxpayers; at the end of 1956, a total of 60,920 hectares had been reafforested, some 48,000 of it by indigenous communities. The INEAC (Institut national pour l'Etude agronomique du Congo Belge), in collaboration with the Administration, continues to study techniques for the re-establishment of forest cover and the Administration has instituted protective measures in forest areas, including: the prohibition of bush burning; the establishment of firebreaks; the enclosure of springs and other areas to prevent landslides; and the creation of conditions favourable to grass and shrub growth. The value of forest products in 1956 amounted to 1,187,960 francs.

25. Cattle raising is a major activity of the indigenous inhabitants of the Territory. Historically, the Batutsi were the cattle owners but today large numbers of Bahutu also own cattle. In general, a cattle raiser possesses one to five animals and one in a hundred, fifty or more. The large owners are found mainly in Ruanda and there is more uniform distribution in Urundi. Pasture land is generally utilized collectively. In 1955, the total area of 1,669,320 hectares of pasture land in actual use carried some 900,000 head of cattle, or an average of 1.8 hectares per animal, whereas it is estimated that the average carrying capacity is about three hectares per animal under good management and under existing conditions may be from four to ten hectares per animal. A study in 1952 indicated that the number of cattle in excess of carrying capacity in the Territory as a whole was 444,567, or nearly 46 per cent of the total cattle population, and that, to reach a balance, a reduction of some 170,000 head per annum was necessary, taking into account the natural increase of 120,000 head per annum.

26. Destocking raises difficult social and economic problems. Cattle play an important role in the social and cultural background of the Batutsi and Bahutu. Traditionally, cattle were raised mainly for social reasons and the cattle breeders until recently were not the actual owners of the cattle but were dependants of the owners to whom the cattle were leased in return for certain contractual obligations of a semi-feudal nature. A complicated system of rights in pasture lands evolved. The owners were required to provide each cattle breeder with the area of necessary pasture but the latter was granted only simple grazing rights on this land. Although this custom of *ubuhake* in Ruanda (*ubugabire* in Urundi) has been legally abolished and progress has been made in apportioning the cattle to the actual cattle raisers, there has been opposition from a number of traditional cattle-owners and a new problem of tenure of pasture land has been created. Little progress has been made in destocking and the number of cattle has remained fairly stationary between 900,000 and 950,000 during the past eight years. The Administration has concentrated on stimulating meat consumption and the improvement of marketing as a means of decreasing the herds. A modern slaughterhouse is to be constructed at Usumbura.

27. In addition to cattle, some 2,000,000 head of small stock, mainly goats and sheep, are raised, principally by the Bahutu.

28. The number of livestock owned by the non-indigenous inhabitants is negligible.

29. The value of livestock and livestock products supplied to the domestic market totalled some 213 million francs and exports of such products amounted to some 150 million francs in 1956.

30. Previously, most of the best land was set aside for grazing but in recent years the utilization of marshland for food crop production and increased crop production on the better lands has greatly reduced the areas available for pasturage. Some 10 per cent of the land classified as pasture land is said to be unsuitable for grazing. The ten-year plan provides for increasing pasture land by the draining of marshland, the clearing of wooded savannah and irrigation, for improving existing pasture lands and for growing improved fodder crops. Customary tenure of pasture lands tends to hinder this programme since the pastoralist merely has usufructuary rights in pasture land and, with the division of cattle, now finds difficulty in obtaining pasture land.

31. Of the estimated 2,244,000 hectares of arable land, some 1,413,334 or 63 per cent was under cultivation in 1956 as follows:

	indigenous	non-indigenous
Subsistence crops ..	1,347,491 hectares	915 hectares
Cash crops	59,784 hectares	6,144 hectares
Total	1,406,275 hectares	7,059 hectares

Total agricultural production amounted to 6,654,478 tons, valued at 10,072,330,677 francs. Food production amounted to 6,623,362 tons, valued at 9,958,607,000 francs, and cash crop production totalled 30,116 tons, valued at 713,723,677 francs. Cultivated land is generally utilized individually by the indigenous population in a system of shifting cultivation.

32. Irregularity of rainfall and the priority given to cattle rearing constitute a constant threat to food production and, to meet this existing legislation provides that every able-bodied man must cultivate thirty-five ares of seasonal food crops and twenty-five ares (fifteen sava) of non-seasonal food crops. The main food crops are sweet potatoes, cassava and bananas.

33. The chief cash, or industrial, crop is coffee, which accounted for 84 per cent of the value of cash crop production in 1956. Cotton production was valued at 81,139,177 francs, or about 4 per cent. In recent years, coffee marketing co-operatives have been organized but the greater part of the coffee is still sold to middlemen in the commercial and trading centres. A semi-official body, the Ruanda-Urundi Coffee Bureau (CCIRU) was established in 1945 to develop markets and to improve production and processing. All indigenous *Arabica* is classified by the Bureau. Most of the coffee is exported to the United States. A programme for increasing production by the use of fertilizers and manures, partly subsidized by OCIRU, is being undertaken.

34. Cotton is produced in the low-lying Ruzizi Plain and in an area near Lake Tanganyika. Production ranges from 5,000 to 7,500 tons of seed cotton annually. Barley, wheat and tobacco are grown in the highland areas. Castor seed, cinchona bark, tea, pyrethrum and sisal are also exported in small quantities.

35. The Administering Authority is attempting to replace the traditional system of farming by improved systems designed to: (a) diversify crop production and increase cash cropping; (b) introduce crop rotation and manuring and fertilizing to maintain soil fertility; and (c) integrate soil conservation measures in the system of farming by means of contour cultivation and strip-cropping. These improved systems are being worked out on the *paysannat* schemes and *secteurs pilotes*. The *paysannat* schemes involve the resettlement of families from areas of high density of population to areas of lower density. Cotton and rice cultivation are being developed on the Ruzizi Plain *paysannat* and coffee cultivation is being increased on other *paysannats* on sloping lands elsewhere in the Territory. Other crops like potatoes, wheat, tea, pyrethrum and castor seed are being introduced but so far only in small amounts. Fifteen *paysannats* have been established involving 8,213 families. The cost of establishing 5,672 families on the Ruzizi Plain amounted to 21,600,000 francs at the end of 1956.

36. The *secteurs pilotes*, on the other hand, do not involve the resettlement of population. In these projects, an attempt is being made to replan existing farms in accordance with good principles of land use on the basis of a geographic unit, including the consolidation of frag-

mented holdings and the introduction of strip-cropping and crop rotation as well as the principle of a minimum size of holding. Later projects are to deal with the problems of stock-raising.

37. Other measures adopted by the Administration for improving agriculture include: the drainage of swampy lands; irrigation where rainfall is insufficient; anti-erosion measures; the introduction of selected seed; plan protection against diseases and pests; the use of fertilizers and manures; and the provision of potable water supplies. For instance, some 2,300 hectares were drained in 1956, bringing the total area so treated to 94,446 hectares. Approximately 6,000 hectares were under irrigation. About 136,000 hectares were treated with anti-erosion measures; a considerable number of cassava and sweet potato cuttings were distributed and control measures were undertaken against pests of coffee, sweet potatoes and cotton, and plant protection legislation in general was enforced. So far, chemical fertilizers have not given any significant results but experimental work is being continued by INEAC.

38. It is reported that there are still some 400,000 hectares of cultivable land not under cultivation. A Rural Engineering Mission has been established to formulate proposals and prepare project plans for the development of these areas. Six phases are envisaged, including reconnaissance surveys, agricultural trials and experiments, and socio-economic surveys, to be followed by detailed project surveys and estimates.

39. In Ruanda-Urundi there were in 1956 eighty-two European agricultural officers and eighty-six auxiliary (indigenous) personnel. Agricultural and veterinary education is given in the veterinary (four years) and agriculture (three years) sections of the special secondary school at Astrida.

40. In 1956 there were five consumer co-operatives, three agricultural producers co-operatives, four coffee planters co-operatives and one commercial co-operative. Statistics for these are not available.

41. The Territory is well served by research organizations and investigation centres, including the IRSAC, INEAC and its sub-stations, and a veterinary laboratory at Astrida.

42. The ten-year development plan (1950-1959) provides for: (a) regrouping of the population to ease population pressure; vocational training of labour, increase of wages, mechanization of work and stabilization of labour; improvement in food and water supplies, housing and health and welfare services; (b) land settlement (*paysannat*) in under-populated areas; (c) improvement of public services, including road, air and water transport, warehousing and storage of goods; telecommunications, meteorological services, cartography and land surveying, geology and hydrology; (d) development of agriculture, animal husbandry, forestry and fisheries; (e) development of mining, industry and commerce; (f) development of scientific research; and (g) service facilities, staff and funds. The total expenditure contemplated under this plan amounts to 3,422,188,000 francs with additional expenditure of 248,092,000 francs outside the plan, or a total of 3,670,280,000 francs to be granted as an interest-free loan by the Belgian Government. The ordinary expenditure budget of the Territory is expected to increase from 367,799,000 francs in 1950 to 575,200,000 francs in 1959. It is estimated that budgetary receipts will increase from 276,919,000 in 1950 to 699,725,000 francs in 1959. It is proposed to amortize the total investment of 3,670,280,000 francs, less contribu-

tions made by parastatal organizations, over a period of twenty-five years.

Land tenure and land alienation

Customary tenure

43. The aboriginal inhabitants, the pygmoid Batwa, who were forest dwellers with a hunting-gathering economy, granted concessions to later agricultural colonizers, the Bahutu, to clear forest areas for food production. No rights over unoccupied lands were involved and, when the pastoral Batutsi subsequently infiltrated the area, they took possession of the large areas of idle savannah lands for pasture purposes. Cattle occupied a privileged position in Batutsi culture and were not raised primarily for subsistence or economic reasons.

44. In order to obtain cattle, the Bahutu contracted their services to the Batutsi and a complicated relationship arose which bound not only the original Bahutu but also their descendants in a feudal arrangement, with the Batutsi as the aristocracy and Bahutu as their dependants.

45. The Bami, the paramount chiefs of the two divisions of the Territory, eventually exercised absolute right of property over all land. The Bahutu became essentially tenants-at-will, being granted only usufructuary rights over the minimum land for subsistence purposes. The best lands were retained for pasture purposes and were distributed annually to the cattle raisers. Men and cattle increasingly competed for the land as both populations increased. Famines among the Bahutu, who represented 90 per cent of the total population, were not uncommon when climatic conditions were unfavourable because of their limited supply of land for food production. The shortage of land was further aggravated by the system of shifting cultivation traditionally practised by the Bahutu, mainly on the steeper slopes in the central plateau highlands.

Land legislation

46. The system of customary tenure was left more or less undisturbed by the German Administration which decreed that: (a) all vacant lands were to be the property of the Empire; (b) sufficient land was to be reserved for the indigenous inhabitants; and (c) any transfers or concessions of land from indigenous inhabitants were to be subject to the Governor's prior approval. Rules were prescribed for determining Crown land and the registration of property and the land register based on the German *Grundbuch*.

47. The Belgian Administration preserved the dual system, i.e., the customary system applying to land occupied by the indigenous inhabitants and the written law applying to appropriation of land by non-indigenous persons. Certain procedural changes were introduced to protect the interests of the inhabitants.

48. Existing legislation provides that land occupied by the indigenous population, under the authority of their chiefs, shall continue to be governed by local custom and usage. Unoccupied land is deemed to belong to the State and procedures for determining non-occupancy of land and the rights of the indigenous inhabitants and regulating the transfer of these rights are prescribed.

49. Legislation governing non-customary tenure provides for the registration of title of all alienated land and lays down procedures for governing transfers and concessions. Freehold right is granted subject to satisfactory development and after a provisional right of occupancy for five years. Private ownership of real property is defined.

50. Existing mining legislation provides that ownership of the soil does not include rights over substances subject to mining legislation. Mines, as defined, are the property of the State and may only be worked on concession from the State, except mines customarily worked by indigenous inhabitants. Rules governing the grant of mining concessions and exploration licences are prescribed.

Indigenous holdings

51. The total area of owned and leased land in the Territory amounts to 3,638,271 hectares, or 67.14 per cent of the total area of the Territory, and of this area it is estimated that the indigenous inhabitants hold in customary tenure some 3,600,000 hectares, or 66.45 per cent of the total area of the Territory. The remainder, 0.69 per cent is owned or leased by the Government, religious missions, societies and associations and non-indigenous individuals. Of the area held by the indigenous inhabitants, it is estimated that 1,492,500 hectares represent cultivable land, 2,052,006 hectares, permanent pasture land and 55,494, woodland. Of the cultivable area, it was estimated that, in 1956, some 1,406,275 hectares, or 73 per cent, were in actual use, the remaining 27 per cent being presumably in temporary fallow. No statistics are available for the utilization of the permanent pasture land, but it is to be noted that the estimated total pasture land held by the indigenous inhabitants exceeds the figure of 17,539 square kilometres given as pasture land for the Territory as a whole.

52. It is estimated by the Administering Authority that each family has available on the average 2.88 hectares for cultivation. In the densely populated regions this average may fall to 1.50 hectares. The Administering Authority also estimates that, depending on the region, between two to five hectares of cultivable land per family is required for subsistence purposes with present methods of cultivation if the land is not to suffer further deterioration. In the Imbo *paysannat*, distribution of land is on the basis of four hectares per family.

Land alienation

53. Land owned and leased by non-indigenous inhabitants totalled 21,851 hectares and Government-occupied land, 16,420 hectares. Alienated land (freehold) totalled 12,612 hectares at the end of 1956. Temporary or permanent alienation of land for agricultural or pastoral purposes is only authorized in the public interest for educational or economic reasons and for soil or water conservation. It is the policy that transfers or concessions of land for residential, industrial or commercial purposes shall not exceed five hectares.

54. The Administration has reported that there are no economic or social problems arising out of the alienation of land to non-indigenous persons and that the total area of alienated land amounts to only about 0.7 per cent of the area of the Territory. At the end of 1955, there was a total of 192 non-indigenous settlers, of whom eighty did not live permanently on their concessions.

55. Custom is developing towards the recognition of an individual right of ownership, but the Administration does not consider that the customary system of occupation can at present be replaced by the non-customary legal system. Fragmentation of holdings is a problem and it is considered that, in the future as in the past, granting of the already insufficient land must be designed to promote improved methods and techniques of agriculture and animal husbandry.

Population

56. The Council, considering that at the Territory's present stage of development the relatively high average and widely varying population density, the more or less haphazard distribution of its component families on the common topographic unit (the hill) (*colline*), and the rapid rate of population increase constitute important problems affecting the level of living and recalling its previous recommendations on the subject, commends the Administering Authority for the measures taken to (a) promote migration from the Territory to neighbouring regions in the Belgian Congo and (b) initiate a redistribution of population and facilitate community development through its agricultural resettlement projects (*paysannats indigènes*) and the creation of new administrative centres, and expresses the hope that it will intensify its efforts to relieve undue population pressure.

57. The Council, noting that the great majority of the population is engaged in agricultural and/or pastoral activities of a mainly subsistence nature and considering that a greater emphasis on production for the market is necessary in order to improve the standard of living of the people, recognizes that this must, on the one hand, depend on the efforts of the people themselves and on their skill, initiative and energy in the utilization of the resources available to them, that is, on an improvement of their productivity and, on the other hand, on the stimulus, guidance and assistance provided by the Administering Authority. In this connexion, the Council notes that, while primary education remains to be expanded still further and while certain diseases, nutritional deficiencies and inadequate housing continue to be causes of ill-health, the Administering Authority has devoted much attention to education, health and welfare services and that its efforts have been attended by considerable success. It trusts that the Administering Authority will continue to give special consideration to these matters, since all of them have considerable bearing on the improvement of productivity. The Council also hopes that the Administering Authority will continue to promote community development in all areas of the Territory.

Land tenure

58. The Council, recalling its previous recommendation that the Administering Authority take the necessary measures to enable Africans to obtain individual holdings, noting that the evolution of individual rights in land held under customary tenure has continued to make progress and that the registration of these rights has been initiated throughout the Territory and, in some areas, has made considerable progress, and bearing in mind the importance of obtaining the support of the local population for these measures, feels sure that the Administering Authority will continue to promote and encourage the recognition of individual rights and their acceptance by African opinion. The Council appreciates the difficulties involved, particularly in the case of animal husbandry, in connexion with which it notes that the recent abolition of the custom of *ubuhake* in Ruanda and *ubugabire* in Urundi and the consequent apportioning of cattle has not led to a corresponding division of pasture lands; it considers that the development of individual rights in land in accordance with the wishes of the people can help to promote the improvement of crop and animal husbandry. The Council in this connexion notes with interest the consolidation of fragmented holdings undertaken in the *secteurs-pilotes*.

Land utilization

59. The Council, noting that land is at present utilized largely for the production of food crops and the raising of cattle mainly for cultural and social reasons and, bearing in mind the priority traditionally given to cattle-raising in the utilization of the land, often at the expense of food production, commends the Administering Authority for the initiation of a more effective land use policy on its land settlement schemes, *paysannats indigènes* and on the *secteurs pilotes*, and for the establishment of a Rural Engineering Mission to undertake surveys and studies in connexion with land development projects. It trusts that the Administering Authority will continue its efforts to ensure that land is developed and put to the use to which it is best suited and to develop an over-all programme of land-use planning, based on a system of classification of land according to its capabilities and on economic considerations. In this connexion, the Council notes with satisfaction that the Administering Authority is undertaking a reforestation programme designed both for protective purposes and to provide for the Territory's future requirements of forest products.

60. The Council, noting that topographic, climatic and soil conditions in the Territory are conducive to accelerated soil erosion and that the traditional system of land utilization has led to widespread soil erosion and loss of fertility, commends the Administering Authority for the general measures already taken to ensure conservation of the soil and for the attention being given to contour cultivation and strip-cropping on the *paysannats indigènes* and *secteurs pilotes*. It trusts that soil conservation practices will form an integral part of any new systems of farming which may be developed in the Territory.

61. The Council, recognizing that better systems and methods of farming are needed, notes with particular satisfaction the investigations being undertaken regarding the reorganization of farming on the *secteurs pilotes* with a view to increasing productivity, including such measures as consolidation of fragmented holdings, greater crop diversification, the replacement of shifting cultivation by crop rotation, fertilizing and manuring, soil conservation and eventually the incorporation of animal husbandry in a system of mixed farming.

62. It trusts that the results of these investigations as well as other information on improved farming methods and techniques will be speedily made available to farmers throughout the Territory through the agricultural extension service. The Council notes that the number of auxiliary agricultural personnel, i.e., junior indigenous personnel, is relatively small and suggests that the Administering Authority give consideration to the further development of training of indigenous agricultural personnel at all levels.

63. The Council, noting that stock-raising still does not make as large a contribution to either the exchange or subsistence economy of the Territory as it should and that, in general, numbers of cattle tend to exceed greatly the carrying capacity of available pasturage, trusts that the Administering Authority will intensify its efforts to encourage greater production for the market and a better adjustment of cattle population to the carrying capacity of pastures. It further notes that following the abolition of *ubuhake* and *ubugabire* difficulty has arisen regarding the allocation of pasture land to the new cattle owners. The Council is aware that the Administering Authority has long been considering this problem and hopes that a satisfactory solution will soon be found in the interests of good land utilization in the Territory.

64. The Council, recognizing that credit facilities are essential for financing farming and noting that existing facilities in the Territory do not appear to be adequate, recommends to the Administering Authority that consideration be given to the establishment of a system of credit which would meet the needs of crop and animal husbandry. In this connexion, the Council wishes to draw the attention of the Administering Authority to the commonly utilized techniques of co-operative and supervised credit.

65. The Council, noting that a start has been made with co-operative processing and marketing of cash crops, wishes to emphasize the importance of co-operative organization in this and other fields where such organization appears to be feasible and desirable.

66. The Council commends the Administering Authority for the emphasis it has given to research and investigation for the development of the Territory and wishes to express its appreciation of the generous assistance given to the Territory by the various parastatal organizations of Belgium and the Belgian Congo. The Council notes the financial assistance given to the Territory by the Belgian Administration in Ruanda-Urundi under the ten-year development plan; this assistance has taken the form of interest-free advances at the rate of 400 million francs per annum and has been increased in 1958.

Land alienation

67. The Council, taking note that the total area of alienated land amounts to only about 0.7 per cent of the area of the Territory and that at the end of 1955 there were only 192 non-indigenous settlers, and recalling its previous conclusions and recommendations in regard to the Administering Authority's land tenure policy, again commends the Administering Authority for its present policy of only authorizing temporary or permanent alienation of agricultural land for educational or economic reasons in the public interest and trusts that continued vigilance will be exercised in this regard.

C. New Guinea

(1) STUDY OF POPULATION, LAND UTILIZATION AND LAND TENURE IN NEW GUINEA

Population

68. The total population of the Trust Territory at 30 June 1957 was approximately 1,311,610, made up as follows:

(a) <i>Indigenous</i>		Total	
Enumerated	1,177,074		
Estimated	120,100	1,297,174	(an increase of 23,337 over the June 1956 figures)
(b) <i>Non-indigenous</i>			
Europeans	10,608		
Asians	2,708		
Others	1,120	14,436	(increase of 981 over the June 1956 figures)
		1,311,610	

69. Average density of indigenous population for the Territory (approximately 93,000 square miles) is 14.1 persons per square mile. The pattern of population distribution is markedly uneven, ranging from an average of 44.6 indigenes per square mile in the Eastern Highlands district to 6.8 per square mile in New Britain, where large tracts of broken range country are virtually uninhabited. Despite indications of population stability, or even decline in particular localities, the over-all trend

points towards a population increase which may become relatively rapid in ten to fifteen years' time. Thus, in 1957, almost 40 per cent of the enumerated population was under fourteen years of age. According to the registers of births and deaths maintained by local government councils in the Gazelle Peninsula of New Britain, the annual net rate of natural increase amongst the Tolai tribal group is 50 per 1,000.

70. The demographic unit is the village, ranging in size from occasional groupings of up to 2,000 people (Sepik district) down to isolated hamlets of less than fifty persons or single family homesteads. The difficult nature of the terrain and a multiplicity of languages have resulted in an extremely fragmented pattern of social and political organization. The extended family is the basic social and political unit and co-operation in social, economic and ceremonial matters is largely regulated by kinship ties.

71. Subsistence agriculture, based on shifting cultivation, and supplemented by fishing, hunting and collecting, provides the main basis of livelihood for the indigenous population, no section of which is as yet entirely dependent on wage labour for sustenance. In the areas under Administration control, the use of money as an adjunct to shell currency and barter has now entered into most internal trading relations between groups and is coming into use in other areas but, despite the rapid economic advancement of particular groups, such as the Tolais, the majority of the people are as yet only on the threshold of a cash economy. In the more accessible areas, the cultivation by indigenes of cash crops, including copra, cacao and coffee, rice, peanuts and vegetables, is becoming a factor of some significance in the Territory's economy. In Manus district, the production of trochus shell, and in the Kainantu area, gold-mining, are additional sources of cash income, and the Administering Authority has formulated plans to expand the fishing industry. As yet, however, more than 75 per cent of commercial production derives from non-indigenous enterprises.

72. As at 31 March 1957, there were 45,438 indigenous persons (including 534 women) in paid employment, of whom 21,299 were associated with copra and cocoa production. Excluding 933 workers from Papua, the total number in wage employment represented approximately 6 per cent of the enumerated adult population. A total of 36,395 were employed by private industry and 9,043 (exclusive of 1,740 indigenes in the police force) by the Administration. Of the workers, 34,447 were general labourers and approximately 10,457 were in skilled or semi-skilled occupations. In June 1955 the minimum cash wage for labourers was increased from fifteen to twenty-five shillings a month. The Administering Authority has stated that the monetary value of food, clothing and other items prescribed by law as issues to indigenous labourers working under agreements averages £5.3.8 per month. As at 31 March 1957, cash wages per month averaged £1.7.9 for plantation labourers, £3.1.2 for sawyers, £6.6.6 for technicians (radio and telephone) and £12.2.7 for shipwrights, in addition to rations, clothing, etc. The Administration recently completed arrangements for the entry of indigenous salaried employees into the Public Service of Papua and New Guinea and, so far, 176 indigenes have been admitted into the Auxiliary Division of the Service. No statistical information is available regarding indigenous employers, and own-account workers.

73. Ill-health may be a contributory cause of low productivity. From hospital statistics it would appear

that malaria, tropical ulcers, yaws, leprosy, tuberculosis, pneumonia, malnutrition and sanitation diseases remained the chief causes of ill-health. Pneumonia (30.82 per cent), malaria (10.81 per cent), T.B. pulmonary (6.15 per cent), malnutrition (5.64 per cent) and diseases of sanitation were among the principal causes of death in Administration hospitals in 1956-1957. Malaria is widespread and is the greatest cause of morbidity. A new Territory-wide control plan has been prepared, including the use of insecticides and the training of laboratory staff and field teams. The programme of tuberculosis control has been strengthened by the appointment of a specialist tuberculosis officer and the tuberculosis survey and B.C.G. vaccination are continuing, so far about 200,000 persons having been treated. The campaign against yaws has been intensified and good results are being obtained from penicillin treatment while special efforts are being made to combat leprosy. Investigations were continued into the causes of the newly discovered KURU disease, occurring in a circumscribed population group of about 15,000 in the Eastern Highlands; four specialists are now engaged in this work. The cause of the malady is as yet unknown. Some feel it might be due to nutritional deficiencies. Others believe that it is probably due to a toxic cause or to a genetic or hereditary degeneration. The nutritional standard of the population is rising, partly as a result of increased consumption of fish, but there is in certain areas an insufficiency of first class protein in the diet, leading to malnutrition. In 1956-1957, Administration expenditure on health installations and services amounted to £1.8 million (23 per cent of the expenditure budget). During the same period, religious missions expended £93,815 from their own funds on medical work, and native local government councils similarly spent £10,322.

74. Illiteracy and a low level of education tend to hamper efforts to improve productivity. In 1956-1957, approximately 50 per cent of the estimated number of indigenous children of school age were enrolled in schools, mostly elementary vernacular institutions conducted by religious missions with Administration financial assistance. The rate of adult illiteracy is believed to be about 90 per cent. Schools maintained by missions totalled 3,149, an increase of ninety-five from the previous year, when numbers were reduced consequent upon the imposition of minimum standards. Mission schools enrolment increased from 110,672 to 114,976. Schools maintained by the Administration totalled 152, representing an increase of twenty over the previous year, the total enrolment being 9,968. Of the 140 primary schools, 123 are for indigenous students. The twelve post-primary schools include four teacher-training and two technical institutions. Twelve students from the Territory attended the Mageri Training Centre in Papua where students who have reached Grade 9 receive one year's training in agriculture and allied subjects aimed at fitting them for appointment to the Auxiliary Division of the Public Service. No formal post-primary agricultural training institution has yet been established in the Territory, but approval has been given to the establishment at Keravat of a full diploma agriculture college whose courses would

begin in 1960. Secondary education in Australia for non-indigenous children is partially subsidized by the Administration and since 1954 a scholarship scheme covering secondary education in Australia for selected indigenous students has been in operation. The Administration recently announced plans for establishing interracial secondary schools within the Territory. Expenditure by the Administration on education services during 1956-1957 was £639,419^a (approximately 8 per cent of the expenditure budget), an increase of £141,940 over the previous period. The education capital works programme for the period 1956-1960 envisages expenditure of £1,556,000. Expenditure by missions from their own funds totalled approximately £375,860.

Land utilization

75. The land area of the Territory, comprising the north-east sector of the New Guinea mainland, the Bismarck Archipelago and the two most northerly islands of the Solomon group, covers some 93,000 square miles and lies wholly within the wet tropics. Except for the upland valleys the climate is typically monsoonal, with annual precipitations varying from 80 to 250 inches, high humidity, and a temperature range of from 70° to 90° F. The dominant characteristics of all but the smallest islands are exceedingly mountainous terrain and dense vegetation. The many swift-flowing rivers impede rather than facilitate the development of communications. The Sepik and Ramu rivers are partly navigable, but for much of their lower courses traverse waste-land swamps.

76. The Administering Authority has estimated that 70 per cent (42 million acres) of the total area is under rain forest; 9.2 per cent, at altitudes of from 7,000 to 10,000 feet, is under moss forest or alpine vegetation; 14 per cent is swamp land and 12 per cent is grassland or open forest. Extensive swamp lands occur on the coastal flats and in the central depression river basins of the mainland. In parts of the more thickly populated lowlands areas, centuries of shifting cultivation have resulted in the replacement of the original rain forest by secondary bush. In the Ramu and Markham river basins, and the highlands valleys, similar practices coupled with repeated burning have converted large tracts to coarse grassland.

77. The soils of the coastal area vary from shallow decomposed corals of low fertility to rich deep alluvial and volcanic loams. Appreciable areas of these types occur in the north and north-west of New Britain and on Bougainville island. On the New Guinea mainland stretches of rich alluvial and volcanic soils occur in parts of the Chimbu, Ramu and Bulolo valleys, but the greater part of the inland mountainous country exhibits shallow, leached soils of relatively low fertility. On the basis of soil types, only a relatively small area of the Territory is considered suitable for agricultural development. The rugged nature of the terrain, with large areas of steeply sloping land, further tends to limit the land utilization potential.

78. The land use pattern as at June 1957 is indicated by the following table:

^a Does not include maintenance.

	<i>Acres</i>	<i>Acres</i>
<i>Total land areas</i>		59,520,000
<i>Total forested area</i>		42,000,000
<i>Agriculture</i>		
(i) Indigenous farming		
Subsistence production	No estimate	1,500,000 ^a
Commercial production	61,000	61,000 ^b
	(estimated)	

	<i>Acres</i>	<i>Acres</i>
(ii) Non-indigenous farming on freehold land or land leased from the Administration (606 holdings in use)		
Under crops	230,450	
Established pastures	3,370	
Cleared only	26,941	
Un-utilized remainder of holdings.....	249,726	510,487
<i>Forestry</i>		
Held for exploitation ^c	261,941	261,941
<i>Mining</i>		
Indigenous claims and leases.....	960	
Non-indigenous	17,323	18,283
<i>Other Administration land</i>		
For forestry purposes.....	248,019	
For public purposes and leasing.....	534,524	
Native reserve lands ^d	26,926	809,469
Approximate total utilized area (for indigenous and non-indigenous farming, otherwise in use or held in reserve by the Administration)		3,161,180

^a It is difficult to estimate the total area being utilized by the indigenous population for subsistence agriculture. Practically all of the 1,297,174 indigenous population practise shifting cultivation subsistence agriculture. On a conservative estimate of 1/6 of an acre per head of population being in use annually, with an average seven-year fallow cycle, the total area utilized for the subsistence needs of the present indigenous population may be estimated to be in the vicinity of 1.5 million acres.

^b Derived from the Administering Authority's annual report 1956-1957, appendix VIII, p. 174.

^c Permits and licences issued cover 180,638 acres. All are at present held by non-indigenous persons.

^d Alienated lands which are held by the Administration for use of the indigenes on a more or less customary basis.

79. The economy of the Territory is based on primary production. Agriculture is predominant in the economic life of the Territory and agriculture production provides much of the basic income essential for the economic advancement of the indigenous population. Mining and timber are other major industries. The Administering Authority has noted, however, that the present over-all rate of economic activity is higher than can be sustained by these domestic industries alone.

80. Indigenous agriculture is based on subsistence farming in which shifting cultivation involving bush or grassland fallow is widely practised. Root crops are mainly produced, supplemented by minor crops such as maize, beans and various types of fruit and vegetables. Coconuts, bananas and sago are also grown. There is continuing growth of indigenous participation in the various cash crop industries.

81. The available land utilization statistics indicate that only a relatively small proportion of the total land resources is being used and that there is a considerable reserve of unused land. The Administering Authority has stated that there is no land shortage at present. There are indications that a shortage of land for subsistence purposes as well as for cash crop production is beginning to make itself felt among the indigenous population in certain areas and may become serious in the future. The Director of Agriculture of the Territory is reported to have stated that 14,000 indigenes inhabiting fifty villages spread over 200 miles of the lower Sepik River basin "had little prospect of extending their agricultural resources because of lack of suitable land." Swampy conditions predominate in this area. The Director of Native Affairs is reported to have drawn attention to the short-

age of agricultural land already existing in parts of the Chimbu Valley and the Gazelle Peninsula; it was estimated that the present population of 120,000 in the Chimbu Valley would double itself within the next forty years, thereby necessitating large-scale movements of population. The Minister of Territories is reported to have expressed the view that in some localities resettlement of the indigenous population would become necessary; in the Waghi Valley, this might over the years involve transferring some 250,000 persons.

82. This anticipated shortage of agricultural land in these and other areas is in part due to the system of shifting cultivation which is wasteful both of land and of labour, and its replacement by more efficient land use practices would tend to reduce the area required for subsistence purposes and free land and labour for commercial production. The Agricultural Department through its Division of Plant Industry is undertaking a series of trials to determine suitable rotations which would conserve soil fertility and eliminate the need for shifting cultivation. The Division is also conducting research and investigation into the various aspects of cash crop production in the Territory, including plant introduction and testing, plant pathology, soil conditions and agronomic problems.

83. The Administration maintains a close and continuous survey of agricultural conditions among indigenous farmers and is implementing extension programmes designed to assist an evolutionary development of indigenous agriculture based on those aspects of the existing system which are valuable for soil conservation purposes, e.g. by introducing crop rotation in the shifting cultivation cycle, by using leguminous cover crops instead

of natural bush fallow, and by cultivating crops such as rice and peanuts which are suitable for storage. Where major deterioration of the soil has resulted from primitive land use methods in the past, particularly from burning for hunting in the lower rainfall areas, e.g. the Eastern Highlands District, measures for land reclamation and conservation are being encouraged and burning is subject to control by law. This work is carried on by the Extension Division of the Department of Agriculture, Stock and Fisheries whose functions include: agricultural patrolling and village contact work; agricultural training; maintenance of agricultural stations; the promotion of improved types of rural organization; assistance with the processing and marketing of agricultural produce; operation of mechanized services in districts; produce inspection services; operation of government plantations; and operation of central processing facilities. At the end of 1956-1957, there were thirty extension officers and fifty-three trained indigenous assistants who carried out, respectively, 127 and 281 patrols involving 2,582 and 13,526 days of patrolling.

84. Three trends in indigenous crop production are developing, namely:

(a) The production of food crops for subsistence only or for use in traditional barter;

(b) The production of dual purpose crops, e.g. peanuts and rice, which are both cash and subsistence crops and the cash sale of surplus subsistence crops; and

(c) Production of crops solely for a cash income, i.e., the main export products of the Territory.

The principal cash crops which are steadily developing and are being promoted through specific "action" plans and district programmes by the Agricultural Extension Service are coconuts, cacao, coffee, rice and peanuts. Following are the estimated figures of commercial production by indigenous operators for the year ended 30 June 1957.

Copra: 16,500 tons, mostly from village groves (Territory production was 85,618 tons). Plantings increased by an estimated 2,500 acres during 1956-1957, and production increased by 1,500 tons.

Cocoa beans: 630 tons from 8,924 acres planted by 1,697 growers, mainly in the Gazelle Peninsula area of New Britain. Plantings increased by 677 acres and production increased by 280 tons. Yields are expected to increase sharply as more plantings mature.

Coffee: 63 tons from 2,075 acres planted, mainly in the Goroka, Aiyura and Finschafer areas. Production for the previous year was 25 tons.

Peanuts: 260 tons from 620 acres planted, a sharp decline from the previous year's figure of 500 tons, but this was only temporary, being due to a fall in prices, and production is again increasing.

Rice: An estimated 1,020 tons of paddy was produced from some 1,520 acres; the previous year's figure was 940 tons.

Passion fruit: 296 tons, mostly in the Goroka area; a decrease of 90 tons from 1956-1957. Latest reports indicate that this decrease was only temporary.

85. Three main types of marketing organization are in operation:

(a) As at 31 March 1957, there were ninety-seven primary co-operative societies, with 42,096 members and capital of £197,128. Sixty-eight of these primary societies functioned as consumer-producer organizations, retailing goods and collecting and marketing copra through the Copra Marketing Board. A Papua and New Guinea

Copra Industry Stabilization Board administers a copra fund authorized to pay a bounty on exported copra when necessary. The fund, derived from levies on exported copra, now amounts to £2.8 million.

(b) In areas (mostly in the Madang and Sepik district) where the Co-operative Registry is not yet functioning, rural progress societies are fostered by the Agriculture Department. The purpose of these societies⁵ is to provide a simple type of co-operative rural organization which will enable groups just entering a commercial economy to acquire essential equipment, to be taught new techniques and to obtain the optimum prices for their produce. The main crops handled to date have been rice and peanuts, marketing being arranged by the Agricultural Extension Division.

(c) On the Gazelle Peninsula of New Britain, central cacao processing installations, financed by Administration guaranteed bank loans, have been constructed by local government councils. Loan finance totals £80,000 to date. The central units operate as public utilities, but along co-operative lines, i.e., the cocoa beans are processed and sold in bulk on the open market, the growers receiving the full market price less an automatic cess imposed to cover loan repayments and operating costs. Technical and financial supervision is carried out by agriculture and Native Affairs officers, working through the area councils. Processing and marketing by this system, which has proved highly popular, has pronounced advantages in relation to the control of quality of the small growers' product and the building up of the organization's market reputation. Beans marketed by the fermentaries increased from 274 tons in 1955-1956 to 630 tons in 1956-1957.

86. No statistical data are available concerning indigenous-owned livestock, mostly pigs and poultry. The Administering Authority has reported that, in numbers, the pig is the most important domestic animal in the Territory. In most areas the pig population is quite large, reaching a maximum in the Highlands District. The pig is regarded primarily as an indication of wealth and is used principally for ceremonial purposes. Considerable areas of land are used for traditional pig grazing and it is considered that improved pig husbandry could lead both to an increase of the pig population and to a release of some of this land for agricultural purposes. A committee has been established to investigate all aspects of pig-raising, including the religious and sociological, and the ways and means whereby it may be placed on a sounder footing for a significant improvement in diet.

Non-indigenous commercial farming

87. The principal commercial crops grown by non-indigenous operators, showing holdings, area under crop, and production during the year ended 31 March 1957, are shown in the following table. Rice cultivation declined sharply during the twelve months, due to a fall in prices.

Crop	Number of holdings	Area under crop (acres)	Production (tons)
Coconuts and copra.....	403	212,374	69,118
Cocoa	255	42,516	1,256
Coffee	123	3,451	219
Tea	4	399	—
Peanuts	43	589	167
Rice	7	109	23
			(paddy)
Vegetables	45	3,521	1,852

⁵ The Administering Authority's report, 1956-1957, pp. 63-64, lists five rural progress societies as operating in Madang, eight in the Sepik district, and one in Bougainville.

The numbers of livestock held by non-indigenous operators included 7,767 cattle, 1,390 sheep, 766 horses, 98 donkeys, 7 mules, 4,899 pigs and 2,487 goats.

Forestry

88. It is estimated that 70 per cent of the total area of the Territory, or 42 million acres, is forested. The assessment of productive forest potential is proceeding. The Administration held a total of 509,960 acres for forestry purposes in 1957. At 30 June 1957, twenty ten-year timber permits were current, covering an area of 175,024 acres, together with eight one-year licences covering an area of 175,024 acres, together with eight one-year licences covering 5,614 acres. Forty-two sawmills are in operation, including Administration installations at Yalu (near Lae) and Keravat (Gazelle Peninsula). Production of forest produce during 1957, including exported logs, sawn timber and plywood, reached an estimated value of more than £2 million.

Mining

89. Gold is the principal mineral product. Production for the year ended 30 June 1957, mostly alluvial, was 78,856 fine ounces, valued at £1,232,128, an increase of 7,337 ounces over the previous year. There has been, however, an over-all decline since 1952-1953. Alluvial mining by indigenous operators, mostly in the Eastern Highlands district, has increased, 2,186 ounces, valued at £34,165, being produced in 1957, as against 447 ounces during the previous year. The total number of holdings was 228, the leases held by non-indigenous operators amounting to 17,323 acres, and by indigenous operators, 960 acres.

Development plans and programmes

90. The United Nations Visiting Mission to the Trust Territories in the Pacific, 1956, was informed by the Administration that, although economic plans existed in all fields of activity, they could not be stated in the form of a precise blueprint. There were two types of plans: one contained long-term objectives; others, of a more precise nature, indicated the type of activities which the Administration would endeavour to develop within the long-term plan in the next three years. The Administration indicated that one of its long-term objectives would be to ascertain the exact use to which land should be put. Resource surveys were a continuing project and areas had been listed for full-scale surveys by the Commonwealth Scientific and Industrial Research Organization (CSIRO). The results of these surveys would serve as a basis for economic planning and development and indicate the areas where more detailed Administration technical surveys would be worth while. The Visiting Mission concluded that the CSIRO programme of surveys, excellent as it was, was a long-term project and that years must elapse before it would result in any appreciable improvement of the economy of the Territory and that some way should be sought to hasten the completion of the surveys already planned. Land classification reconnaissance surveys have been undertaken by the Land Use and Regional Survey Team of the CSIRO in the

Gogol, Ramu and Waghi Valleys and in the vicinity of Madang, but no base surveys which are long-term projects required for over-all planning have yet been undertaken. The Division of National Mapping of the Commonwealth Department of National Development is carrying out a programme of topographic mapping from aerial surveys.

91. These surveys are to be followed up by the Soil Survey Section of the Department of Agriculture, Stock and Fisheries, which will investigate more intensively those land classes which the CSIRO team considers to be most promising. The Soil Survey Section carried out surveys in 1956-1957 in the Bougainville, New Britain and Sepik Districts and certain areas in these districts were investigated in detail or classified as suitable for further examination.

92. The Administration also received assistance from the CSIRO and the South Pacific Commission in connexion with projects for more immediate development. In regard to agriculture development, a number of "action plans" had been formulated by the Department of Agriculture, Stock and Fisheries. They are related to specific crops and are designed to stimulate land development and agricultural production.

93. There is no separate administrative organization for the purpose of economic development other than a Land Development Board, which assists intending settlers to obtain suitable land and co-ordinates the work of land settlement, the Copra Marketing Board, which undertakes the marketing of all copra exported from the Territory, and the Copra Industry Stabilization Board, but Native local government councils prepare, finance and administer local economic development programmes, while co-operative societies are playing an increasingly important part in the economic progress of the indigenous people.

94. The functions of the Land Development Board include the examination of the order in which areas of Administration land should be made available for settlement, having regard to all the relevant factors and the use of such land in the best interests of the Territory. The total area of Administration land held under lease by non-indigenous persons at 30 June 1957 amounted to 303,784 acres (3,659 leases), of which 204,470 acres were granted for agricultural purposes and 86,937 acres for dairying or pastoral purposes. In addition, 518,490 acres are held in fee simple by non-indigenous persons. Land development by non-indigenous persons has taken place in all districts but has been greatest in the New Britain, New Ireland, Bougainville, Madang and Morobe Districts. A total of 216 leases were granted in 1956-1957, amounting to 43,583 acres, of which 4,149 acres were granted for agricultural and 38,392 acres for pastoral purposes. The agricultural leases were granted mainly in the Eastern and Western Highlands (nine, totalling 1,885 acres) and in New Britain (six, totalling 2,010 acres). Two leases totalling 38,000 acres were granted for pastoral purposes in Madang. Details of holdings of alienated land used for agricultural or pastoral purposes at 31 March 1957 are shown in the following table.

HOLDINGS OF ALIENATED LAND, OF ONE ACRE OR MORE, USED FOR AGRICULTURAL OR PASTORAL PURPOSES IN EACH DISTRICT AT 31 MARCH 1957

District	Area of district	Holdings being used ^a	Land in holdings being worked						
			Land tenure		Total area of holdings	Land under crops excluding retired crops	Established pastures	Cleared areas not under crops or established pastures	Balance of holdings
			Owned by Administration	Alienated in fee simple (freehold)					
	acres	No.	acres	acres	acres	acres	acres	acres	acres
Western Highlands ..	6,144,000	47	26,033	..	26,033	1,841	692	11,151	12,349
Eastern Highlands ...	4,224,000	66	15,956	..	15,956	3,319	433	995	11,209
Sepik	19,296,000	14	4,738	15,676	20,414	2,276	2	20	18,116
Madang	6,912,000	49	10,477	38,736	49,213	30,525	797	2,696	15,195
Morobe	8,320,000	83	41,873	5,806	47,679	8,917	1,123	4,457	33,182
New Britain	9,056,000	149	61,745	102,671	164,416	80,554	253	4,179	79,430
New Ireland	2,444,800	121	39,587	62,720	102,307	58,682	15	2,061	41,549
Bougainville	2,611,200	57	14,764	50,121	64,885	30,289	6	935	33,655
Manus	512,000	20	5,705	13,879	19,584	14,047	49	447	5,041
TOTAL	59,520,000	606	220,878	289,609	510,487	230,450	3,370	26,941	249,726

^a Where two or more holdings are operated conjointly, they are enumerated as a single holding.

NOTE: Figures exclude particulars of unoccupied or unused holdings and of subsistence gardens maintained in the grounds of various Administration hospitals, schools, etc.

95. In connexion with development undertaken by local government councils, it has been reported, for example, that the councils in New Britain have concentrated on the production of cacao: a bank loan of £80,000, guaranteed by the Administration, was negotiated by the five Tolai Local Government Councils for the installation and extension of cacao fermentaries in the Gazelle Peninsula. The Departments of Native Affairs and of Agriculture, Stock and Fisheries provide managerial and technical advice through their extension services for these activities. Another such development was the acquisition by the Rabaul Native Local Government Council of a lease of 1,000 acres of unoccupied Administration land. Of this area, 500 acres were set aside for food production purposes and the remaining 500 acres were subdivided into blocks of 4.9 acres each for sub-lease to approved individuals for cacao production. An access road to the food producing area has been constructed by voluntary communal labour and many of the cacao blocks have been taken up. The Council also installed a sawmill at the settlement. Progress has not been as rapid as expected because of the reluctance of the people to leave their traditional land, but more than half the sub-lessees have commenced working their blocks. Projects of a somewhat similar nature are being undertaken by the Vunamami Council in the Warangoi area and the Ambeno Council in the Madang District.

Development Financing

96. In regard to the financing of development, administration expenditure on the government, welfare and development of the Territory has, during the past five years, substantially exceeded the public revenues raised within the Territory and the deficit has been met by a direct, interest-free and non-repayable grant from the Administering Authority. Total expenditure in 1956-1957 was reported to be £8,150,696 and the grant by the Commonwealth Government amounted to £5,498,179, revenue being only £2,652,517. The Commonwealth grant included an advance of £119,100 repayable in 1957-1958. No separate development budget is published but, inasmuch as the general level

of infrastructural development of the Territory is still low, much of the budgeted expenditure may be regarded as for development purposes.

Land tenure and land alienation

97. Lands in the Territory are classified as: (a) native-owned lands; (b) freehold lands; (c) Administration land, including land leased to indigenous and non-indigenous inhabitants; and (d) ownerless land. Native-owned land is defined as land which is owned or possessed by an indigenous person or community by virtue of rights of a proprietary or possessory kind which belong to that individual or community and arise from and are regulated by indigenous custom.

98. Throughout the Territory there is great variation in the nature of customary land ownership. Land used for gardening is in some places individually owned and in others, group-owned, while in some communities individually and group-owned garden land may be found side by side. In most areas superior rights remain vested in the group, individuals enjoying limited rights of use by virtue of birth. Details of inheritance systems vary greatly, involving in some cases patrilineal, and in others matrilineal or bilineal inheritance. The system of succession to land rights normally remains rigid until the group becomes involved in a cash economy, when the whole situation tends to become progressively more fluid and confused. Once cash cropping has become firmly established, land use rights, which in societies not on a cash economy are normally clearly demarcated from residual land ownership, also tend to become rapidly modified, with a gradual swing towards individualism. The Administering Authority has reported that while the acquisition of rights through purchase appears to have been unusual in the past, this practice is at present an established custom in some localities and appears to be increasing in those localities in which it exists. Individual ownership is also involved in the sub-leases of the Vudal settlement sponsored by the Rabaul Native Local Government Council.

99. All unalienated land is regarded as native-owned until it has been demonstrated, by prescribed procedures,

that it is unoccupied and unclaimed. Provisions for the investigation and recording of indigenous rights and interest in land and the establishment of a register of indigenous-owned land are contained in the Native Land Registration Ordinance, which is administered by the Native Lands Commission. The Administering Authority has reported that the policy is first to complete registration of land in those districts where the main agricultural development has taken place, e.g., New Britain and New Ireland and in the densely populated areas of the Highlands.

100. The Native Lands Commission is empowered to inquire into and determine what land in each district is the rightful and hereditary property of natives or native communities by customary right, and the shares in which the land is owned. Lands so dealt with by the Commission are registered but the title is deemed to be presumptive and subject to amendment during a period of five years after which, if it has not been amended, it becomes absolute. Land so registered may not be mortgaged or charged and dealings in such lands are subject to certification by the District Commissioner. This procedure is closely related to the determination of areas of land available for alienation but no precise information is available as to the extent to which "native-owned" lands have been registered.

101. Freehold land was largely acquired before the First World War and, although the Land Ordinance provides for the granting of land in a fee simple, it is the policy of the Administration to grant only leasehold tenure, usually on the basis of a ninety-nine year lease for agricultural and thirty-year lease for pastoral purposes.

102. No land can be alienated from the possession of indigenous owners except to the Administration, and the Administration in no case assumes title to any land unless that land is found on detailed investigation to be ownerless, or the consent of the owners has been freely obtained by the Administration. The procedures in regard to the alienation of native-owned land are designed to protect the land needs of the indigenous community both in the present and foreseeable future. An investigation is made to determine: ownership according to native custom; the arable area owned by the community; the population trends; the subsistence pattern; the effect of the introduction of new foods, cash-cropping and improved agricultural techniques; ecological factors; and probable future development based on improved land utilization and management. Land may be acquired compulsorily from indigenous owners only for specified public purposes, including defence. The land price offered by the Administration for land acquired from native owners is based on its potential, accessibility and distance from markets. No land is transferred by the Administration to the use of non-indigenous lessees unless the whole area has been surveyed and, if necessary, sufficient land placed in reserve to provide for the present and conceivable future needs of the indigenous population of the area.

103. The Australian Commonwealth Minister of State for Territories stated in October 1954 that the Government considered that the process of acquisition had been somewhat haphazard in the past and that Government could not say with complete assurance that, in the course of the years, its declared policy (i.e., to respect indigenous ownership and to ensure that enough land was reserved to meet the peoples' present and prospective needs) was being strictly observed. He had

come to the conclusion that in certain favoured parts of the Territory (e.g., the Central Highlands) there might have been too rapid and too extensive an acquisition of Native lands. Greater progress had to be made in working out better procedures for the examination of indigenous claims to ownership and the registration of these claims. It might even be necessary to adjust some of the notions previously accepted about the nature of native title and interest in particular plots of land. Until policy on this point could be developed, and until sound procedures could be developed to serve that policy, he felt obliged to proceed carefully. Also, since it was apparent that the present and prospective needs of the indigenous people for land was related to the way they used their land, clear instructions had been given that measures for the advancement of indigenous agriculture were to go side by side and keep pace with measures for European settlement. When, for any reason, the advancement of indigenous agriculture lagged, the acquisition of lands should be slowed down. The Lands Department would, subject to certain stipulations, have the responsibility of ensuring that the long-term achievement of policy would not be hampered or limited in any locality by further acquisition of land.

104. The Land Ordinance provides that land which has never been alienated by the Administration and of which there appears to be no owner may be declared to be Administration land. A total of some 39,000 acres has been so acquired by the Administration under this provision. None was so declared during 1956-1957.

105. Of the total area of 59,520,000 acres, some 1,383,724 acres, or a little more than 2.3 per cent, had been alienated as at 30 June 1957, as follows:

	Acres	Acres
Unalienated land		58,136,276
Alienated		
Freehold land	518,490	
Administration	865,234	
	1,383,724	1,383,724
		59,520,000

106. Administration land increased from 603,987 acres in 1955 to 751,934 acres in 1956 and to 865,234 acres in 1957, i.e., the total area of land acquired by the Administration under the Land Ordinance increased by 113,300 acres in 1956-1957, as compared with an increase of 147,947 acres in 1955-1956. The disposition of Administration land in the years 1955, 1956 and 1957 was as follows:

	1955 (acres)	1956 (acres)	1957 (acres)
Leased to non-indigenous individuals	234,835	261,876	303,784
Native reserves	26,926	26,926	26,926
Other, consisting of land reserved for public purposes and land available for leasing	342,226	463,132	534,524
	603,987	751,934	865,234

In addition, the Administration held a total of 506,960 acres for forestry purposes as at 30 June 1957, as against 504,158 acres in 1956.

107. Land leased by the Administration to non-indigenous inhabitants increased by 27,041 acres in 1955-1956 and by 41,908 acres in 1956-1957. A total of 216 leases, amounting to 43,583 acres, were granted in 1956-1957. Of these, nineteen, totalling 4,149 acres,

were for agricultural, and three, totalling 38,392 acres, for pastoral purposes, the remainder 194, totalling 1,042 acres, being for residential, business and special purposes and leases to missions.

(2) OBSERVATIONS AND CONCLUSIONS ADOPTED BY THE COUNCIL AT ITS TWENTY-SECOND SESSION

Population

108. The Council, while appreciating that the average density of the indigenous population in the Territory as a whole is low, has noted with concern that relatively high densities obtain in certain areas, e.g., in the Gazelle Peninsula, the Waghi Valley and parts of the Highlands Districts and that in such areas the rapid increases in population which are anticipated might lead to a serious shortage of land if the necessary steps are not taken. The Council commends the Administering Authority for the attention being given to this problem and for the efforts so far made to relieve the pressure in these areas, and trusts that the Administering Authority will intensify the study of this problem with a view to the preparation of plans for redistribution and resettlement of large numbers of peoples as and when required.

109. The Council, noting that the great majority of the indigenous population is still engaged in mainly subsistence activities but that production for the market, though still at a low level, is increasing and is likely to continue to do so at a more rapid rate in the future, commends the Administering Authority for the success so far achieved in the development of a cash economy in order to improve the standard of living of the people. The Council appreciates, however, that the process of reorientation from a subsistence to a cash economy is a difficult one which must depend on the efforts and desires of the people themselves and the guidance given to them by the Administering Authority and that much yet remains to be done in the tasks of assisting them to use more effectively the resources available to them and to adapt themselves to the new conditions of the cash economy.

110. In particular, the Council notes that, while expenditure on education and public health services has been increasing, adult illiteracy remains at a high level; only about 50 per cent of the children of school age are receiving primary education; malaria, tropical ulcers, tuberculosis, leprosy, yaws and pneumonia continue to be important diseases; nutritional deficiencies, particularly the lack of adequate protein in the diet, and sanitation diseases are a prime cause of ill-health throughout the Territory; and seasonal food shortages occur in certain areas. The Council commends the Administering Authority for the action taken to deal with these problems and trusts that it will devote particular attention to them in the future. The Council also wishes to draw the attention of the Administering Authority to the advantages offered by the techniques and procedures successfully used elsewhere in community development programmes and to the possibilities of assistance for this purpose from the United Nations and the specialized agencies.

Land utilization

111. The Council notes that some 70 per cent of the total area of the Territory is still forested; that by far the greater part of this area has not yet been surveyed; and that there is great need for more detailed information regarding the natural resources of the Territory

to serve as a basis for planning future development. The Council notes with satisfaction that progress is being made in the execution of basic surveys for this purpose and trusts that the Administering Authority will expedite its programme of resource and other basic surveys. The Council appreciates the great difficulties posed by the very rugged topography, generally high rainfall, and lack of adequate surface communications, but considers that these surveys are essential for planning development. In this connexion, it notes with appreciation the assistance being given to the Administration by the Australian Commonwealth Scientific and Industrial Research Organization in the execution of surveys of natural resources and by the Division of National Mapping of the Commonwealth Department of National Development in carrying out a programme of topographic mapping from aerial photography.

112. The Council, noting that land is at present used by the indigenous population largely for the production of food crops in a system of shifting cultivation or bush-fallow and that this is wasteful of land and labour, commends the Administering Authority for the research and investigation being undertaken with a view to the replacement of this system. The Council considers the practice of shifting cultivation or bush-fallow a serious obstacle to the desired change from a subsistence to a cash economy and trusts that the investigations of the technical problems involved will be pursued with the greatest vigour.

113. The Council considers that success in inducing the change from a subsistence to a cash economy will also depend to a large extent on information regarding improved farming methods and practices being made available to indigenous farmers throughout the Territory and that for this purpose an adequate staff of trained indigenous agricultural extension personnel is essential. It commends the Administering Authority for the progress made in training indigenous assistants and the consequent increase in the staff of the Extension Division of the Department of Agriculture, Stock and Fisheries and expansion of patrol work carried out by the Division. It notes, however, that the number of indigenous extension personnel does not yet appear to be sufficient, taking into consideration the difficulties of topography, communications and transportation, languages, customs, etc. It considers that existing facilities for training are in need of expansion and hopes that the Administering Authority will continue to pay special attention to the needs and organization of this important service.

114. The Council notes with satisfaction the research and investigation and the various "action" programmes being undertaken in connexion with the development of cash crop production and commends the efforts being made to expand cash crop production on the basis of district development plans. In this connexion, the Council notes with particular interest the contribution of certain local government councils in promoting the development of cash crop production and hopes that the Administering Authority will continue its policy of encouraging local councils to interest themselves actively in the economic and social development of the Territory.

115. The Council observes with satisfaction the increasingly important part being played by co-operative processing and marketing organizations in expanding indigenous cash crop production and trusts that encouragement and guidance of the co-operative move-

ment will continue to receive special attention. It notes, however, that as yet there are no co-operative credit organizations and suggests that consideration be given to developing this form of credit for indigenous farmers and to the possibilities of supervised credit as an instrument for promoting the adoption of improved farm planning and management. It further suggests that, in view of the importance of the co-operative movement and its rapid expansion in recent years, the time has arrived for consideration to be given to the establishment of a separate Department of Co-operatives to encourage the growth of the co-operative movement and to deal with all forms of co-operative organization.

116. The Council, considering that access to many areas of the Territory is a major problem and that lack of adequate surface communication and transportation is proving an obstacle to the opening-up of new areas for development and to the further development of other areas, commends the Administering Authority for the expansion of its roads programme. It notes with special interest the Highlands Development Project and trusts that similar projects will be planned for other areas.

Land tenure, land legislation, land alienation

117. The Council, noting that the greater part of the land in use in the Territory is held by the indigenous inhabitants under a system of customary tenure involving group-ownership of the land with usufructuary rights for the individual, and that this system of tenure may prove to be an obstacle to the development of cash crop production, suggests to the Administering Authority that consideration be given to the encouragement of the development of individual freehold or modified freehold ownership of land. The Council observes that individual ownership already occurs in certain areas and considers that a demand for this is especially likely to arise in areas in which perennial crops like cocoa and

coffee are grown. It further suggests that legislation be enacted to provide for individual freehold ownership in areas in which there is a general desire for this form of tenure, with safeguards protecting the people and the land from abuses of the system.

118. The Council notes that alienation⁶ of land from indigenous ownership amounts to slightly more than 2.3 per cent of the total area of the Territory. In the absence of a land classification survey it is not possible to state what proportion of the available agricultural land this represents but it probably amounts to a substantial proportion in certain districts or areas. In many areas the indigenous population is increasing at a rapid rate, which may lead to a land shortage. The Council notes with satisfaction that the Administering Authority has adopted a cautious policy in regard to further alienation of land and that alienated land is made available to non-indigenous persons only on a leasehold basis. It further notes the statement of the Administering Authority that no alienations of land are taking place in heavily populated areas except for residential, business, mission and administrative purposes and that these are not on arable land. The Council trusts that the Administering Authority will, as far as practicable, limit further alienations in such areas to land required for public purposes. It hopes that the work of the Native Lands Commission in determining indigenous land rights with a view to registration will be expedited in order to provide a firm basis for a land policy designed to protect indigenous rights in land throughout the Territory and to safeguard the future requirements of the indigenous population. The Council requests that it be kept informed of progress in this connexion.

⁶ Including land alienated to non-indigenous persons and land held by the Administration.

Chapter VII

OTHER QUESTIONS CONSIDERED BY THE TRUSTEESHIP COUNCIL

A. Administrative unions affecting Trust Territories

1. The Standing Committee on Administrative Unions, established by Trusteeship Council resolution 293 (VII) of 17 July 1950, submitted to the Council during the period under review four reports on the administrative unions affecting the Trust Territories of Tanganyika, Ruanda-Urundi, the Cameroons under British administration and New Guinea, respectively.¹ The first three reports were examined by the Council at its twenty-first session, the fourth report at its twenty-second session.

2. In the reports concerning Tanganyika and Ruanda-Urundi the Committee proposed a number of draft conclusions and recommendations which the Council adopted at its 885th and 888th meetings, respectively. These conclusions and recommendations have been included in the relevant chapters on conditions in Trust Territories.²

3. In the report concerning the Cameroons under British administration the Committee stated that the constitutional arrangements introduced by the Nigeria (Constitution) Order-in-Council, 1954, had been reviewed at a representative conference held in London in 1957. Pending the implementation of the recommendations of the London Conference, the Committee considered that it would not be possible to undertake a detailed study of the new arrangements in so far as they affected the Trust Territory and, therefore, decided not to propose any conclusion or recommendation to the Council. At its 885th meeting the Council took note of the report.

4. In the report concerning New Guinea the Committee stated that, having regard to the previous recommendations adopted by the Trusteeship Council concerning the administrative union affecting the Trust Territory, it decided that, in the absence of any new significant developments affecting the administrative union, it had nothing to add to its previous conclusions and recommendations.³ At its 933rd meeting the Council took note of the report.

B. Dissemination of information on the United Nations and on the International Trusteeship System in Trust Territories

5. In accordance with Trusteeship Council resolution 36 (III) of 8 July 1948 and with General Assembly resolution 754 (VIII) of 9 December 1953, the Secretary-General submitted to the Council at its twenty-second session a periodic report⁴ on the steps

being taken to provide the peoples of the Trust Territories with information concerning the aims and activities of the United Nations and on the channels of dissemination he had established for this purpose.

6. In this report, which covered the period from 12 June 1957 to 9 June 1958, the Secretary-General stated that the distribution of information material had increased over the past year, both in the number of titles and in quantity. A total of fifty-eight different titles in English and French amounting to almost 16,000 copies had been circulated. This included special United Nations Day material, as well as basic information on the United Nations and its activities.

7. During the period covered by the report a free subscription to the "United Nations Review" (English and French editions) was entered for sixty-nine Trust Territory organizations. This publication continued its full coverage of the operation of the International Trusteeship System and the activities of the Trusteeship Council. Photographs, mats and plastic plates had been sent to newspapers and periodicals either directly or through public relations officers in the Trust Territories. The United Nations film "Question in Togoland" had received excellent reception in Togoland under French administration and had been awarded a prize at the Fourth Somaliland Fair held in 1957. A number of films, such as "The Children", "A Village Awakens", had been shown in Ruanda-Urundi. In the field of radio the Office of Public Information had continued to supply scripts direct or through broadcasting services of neighbouring areas to Trust Territories. For the observance of United Nations Day large quantities of leaflets, booklets, posters and photo-display sets had been sent to all Trust Territories. A special United Nations Day message from the President of the Trusteeship Council had again been sent to these Territories. The special representatives from several of the Territories had reported that these materials had been put to good use.

8. The Secretary-General also mentioned that the Office of Public Information maintained a network of United Nations Information Centres throughout the world to provide information about the United Nations. Among the tasks of several centres such as those in Cairo and Sydney was the supply of information material to Trust Territories upon request.

9. At its 890th meeting, the Council took note of the report of the Secretary-General.

C. Offers by Member States of study and training facilities for inhabitants of Trust Territories

10. The programme of scholarships and fellowships for inhabitants of Trust Territories was established by the General Assembly at its sixth session under resolution 557 (VI) of 18 January 1952. Since that date, the Trusteeship Council has regularly reported to the Assembly on the progress of that programme.

¹ T/L.823 and Add.1 and 2, and T/L.868.

² See Volume II, chapters I and II.

³ See *Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170)*, p. 301.

⁴ T/1378.

11. Following the examination of the last report of the Council, the General Assembly on 13 December 1957 adopted resolution 1209 (XII), whereby it reaffirmed its resolution 1063 (XI) of 26 February 1957 and once again invited the Administering Authorities to take all necessary measures to ensure that scholarships and training facilities offered by Member States might be utilized by inhabitants of the Trust Territories and to render every assistance to those persons who had applied for, or had been granted, scholarships or fellowships.

12. In resolution 1209 (XII), the General Assembly also requested the Secretary-General to give such assistance as was possible, and as might be sought by the Members concerned and by the applicants, within the framework of the procedures laid down by the Trusteeship Council, and to include, in his future reports to the Council, detailed information concerning the actual use of the scholarships and training facilities offered. Finally, the General Assembly requested the Trusteeship Council to resume, at its sessions held in 1958, the consideration of this question and to report thereon to the Assembly at its thirteenth session.

13. At its 884th meeting, the Council decided to take note of this resolution and to take it into account when it considered the report to be submitted by the Secretary-General on the same subject.

14. In accordance with the procedures laid down by the Trusteeship Council regarding the administration of the programme of scholarships and fellowships, the Secretary-General submitted to the Council at its twenty-second session a periodic report on the progress of the programme.⁵

15. In the introduction to this report, the Secretary-General stated that, in compliance with the request of the General Assembly concerning the actual use of scholarships and training facilities, he had requested all Member States offering such facilities to transmit to him as full information as possible concerning the utilization of the educational facilities offered by them. He had included in the report data concerning the utilization of scholarships during the academic year 1957-1958 and such information as had been made available by Member States on past utilization of offers subsequent to the circulation of his report to the General Assembly at its twelfth session pursuant to Assembly resolution 1063 (XI).⁶

16. The report showed that during the academic year 1957-1958 fourteen Member States had made available a total of ninety-eight scholarships and eleven fellowships, of which sixty scholarships had also been open to students from Non-Self-Governing Territories. During the same period, the Secretary-General had received a total of one hundred applications and had been informed by a number of Member States that forty-one applications had been submitted to them directly. Awards of scholarships for the academic year 1957-1958 to students from Trust Territories had totalled forty-four and, on the basis of information available as of 1 June 1958, a total of thirty-eight scholarships had actually been utilized, of which six had been renewals of scholarships granted in previous years. The Secretary-General had also been informed that twenty-seven awards had been made for the academic year 1958-1959, of which eleven had been given on a provisional basis.

⁵ T/1377.

⁶ A/3718 and Corr.1.

The Secretary-General had also received 430 other communications addressed to him by interested inhabitants of the Trust Territories requesting general or specific information on the scholarship programme and its operation. In each case the applicant had received the appropriate information.

17. At its 898th meeting, the Council took note of the report of the Secretary-General.

D. Revision of the questionnaire relating to Trust Territories

18. By resolution 751 (VIII) of 9 December 1953, the General Assembly established a sub-committee, consisting of the representatives of El Salvador, Haiti, India and Syria (later United Arab Republic), to examine the questionnaire formulated by the Trusteeship Council,⁷ to study such changes as might be necessary to adapt it to the special conditions of each Trust Territory and to submit its conclusions to the Council. It further invited the Council to undertake, on the basis of the work of the Sub-Committee, the preparation of separate questionnaires adapted to each Trust Territory.

19. As indicated in its last report to the General Assembly,⁸ the Council had examined at its twentieth session the third progress report⁹ of the Sub-Committee containing a number of changes which the Sub-Committee had proposed to adapt the existing questionnaire to the special conditions in New Guinea, together with a working paper¹⁰ submitted by Australia containing a number of amendments to the Sub-Committee's proposals. Following its examination, the Council had decided to refer these two documents to the Sub-Committee for further study.

20. During the period under review, the Sub-Committee submitted to the Council a further progress report¹¹ in which it stated that it had accepted a number of suggestions made by Australia and had consequently modified its proposals concerning the special questionnaire for New Guinea. The modified proposals, set forth in the annex to the report, would revise twenty-seven questions in the existing questionnaire and would add seventeen questions to it.

21. At its 930th meeting, the Council adopted, with certain amendments, the special questionnaire proposed by the Sub-Committee.

E. Economic advancement of Somaliland under Italian administration

22. By resolution 1206 (XII) of 16 December 1957, the General Assembly noted from the report of the Trusteeship Council¹² that the Administering Authority, in consultation with the Government of Somalia, would continue to assess all requirements for a viable, independent Somalia, explore all possible ways of meeting the requirements indicated by these assessments, and submit a report thereon to the Council at its twenty-second session.

23. In the same resolution the General Assembly also requested the Trusteeship Council to continue its study of

⁷ T/1010.

⁸ *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595 and Corr.1 and 2) Part I, Chapter V, paras. 18-20.*

⁹ T/1267.

¹⁰ T/L.785.

¹¹ T/1389.

¹² *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595 and Corr.1 and 2).*

this question, in consultation with the Administering Authority and the Government of Somalia, and, in particular, to explore further the possibilities suggested by the Council and to report thereon for the consideration of the General Assembly at its thirteenth session.

24. At its 884th meeting, the Council decided to postpone the consideration of the foregoing resolution until its twenty-second session, when it would be examined in conjunction with the annual report of the Administering Authority.¹³

F. The future of Togoland under French administration

25. At the twelfth session of the General Assembly, the Administering Authority stated that it intended to transfer to the Togoland Government all powers except defence, diplomacy and currency, that the Legislative Assembly of Togoland would be renewed in 1958 by universal adult suffrage, and that the United Nations was invited by the Togoland Government to supervise the elections to the Legislative Assembly.

26. By resolution 1182 (XII) of 29 November 1957, the General Assembly accepted the invitation of the Togoland Government, decided to elect a Commissioner (Mr. Max H. Dorsinville, of Haiti) who should supervise the elections, and requested the Administering Authority and the Togoland Government to make, in consultation with the United Nations Commission, the arrangements for the organization and conduct of the elections.

27. In the same resolution, the General Assembly requested the Commissioner to submit to the Trusteeship Council, for its consideration and for transmission to the General Assembly at its thirteenth session, a report on the organization, conduct and results of the elections. It invited the Administering Authority to inform the Trusteeship Council concerning the carrying out of the above-mentioned transfer of powers, the convening of the new Togoland Legislative Assembly, and regarding any wishes which might have been expressed by the Legislative Assembly concerning the new Statute and the termination of the Trusteeship Agreement for Togoland under French administration. Finally, the General Assembly requested the Trusteeship Council to consider these matters and report thereon to the General Assembly at its thirteenth session, so as to enable it, if requested by the new Legislative Assembly and the Administering Authority, to reach a decision, in the light of the circumstances then prevailing, concerning the termination of the Trusteeship Agreement in accordance with Article 76 b of the United Nations Charter.

28. At the twenty-second session, on 27 June 1958, the Commissioner submitted to the Council a report¹⁴ on the organization, conduct and results of the elections.

29. At the same session, the representative of France informed the Council, by a letter¹⁵ dated 30 June 1958, that the Togoland Assembly and Government had not yet made known their wishes concerning the new Statute and the termination of the Trusteeship Agreement for the Territory and that the Administering Authority did not intend in any way to urge them to take hasty decisions. Accordingly, he asked the Council to defer consideration of the question to a special session to be held in September.

30. At its 912th meeting, the Council decided to postpone consideration of the question of the future of Togoland administration, as well as that of the annual report of the Administering Authority on the Territory, until a special session to be convened in September 1958 by the President.

G. Situation in the Trust Territories of the Cameroons under British administration and the Cameroons under French administration

31. At the twelfth session of the General Assembly the Fourth Committee heard six petitioners from the Cameroons under French administration and one from the Cameroons under British administration. Following this hearing, the Assembly adopted resolution 1211 (XII) of 13 December 1957, whereby it transmitted the statements of the petitioners to the Trusteeship Council for further study, recommended that the Council take into account the observations and suggestions made during the debate in the Fourth Committee when it considered conditions in the two Cameroons, and requested the Council to instruct its next visiting mission, in 1958, to take into account these observations and suggestions.

32. In the same resolution the General Assembly expressed the hope that, as a result of the application of appropriate measures, in particular the early promulgation of the amnesty law by the Administering Authority and the renunciation of the use of violence by all political parties, it would be possible to achieve in the Cameroons under French administration conditions conducive to the early restoration of a normal situation in the disturbed area, and to the furtherance of democratic progress and political activities in the Territory. The Assembly was confident that the appropriate steps to be taken by the Administering Authorities would further facilitate the realization in both Territories of the final objectives of the Trusteeship System, in accordance with the free expression of the wishes of the populations concerned, taking into account any alternative relative to their future status.

33. At its 849th meeting, the Council decided to take note of the foregoing resolution and to take it into account when it examined conditions in the Trust Territories concerned and when it considered the terms of reference of the 1958 visiting mission to those Territories.

H. Effects of the European Economic Community on the development of certain Trust Territories

34. By resolution 1210 (XII) of 13 December 1957 the General Assembly invited the Administering Authorities concerned to submit information to the Trusteeship Council on the association of the Trust Territories under their administration with the European Economic Community and on the possible effects of the Treaty establishing the Community on the development of these Territories. It also requested the Council to include in its report to the Assembly, at its thirteenth session, a separate section dealing with the effects that the association of certain Trust Territories with the Community might have on the development of those Territories, in the light of any surveys of this problem carried out by the Secretary-General in virtue of General Assembly resolution 1153 (XII), of 26 November 1957 by the Economic and Social Council, by the Economic Commission for Asia and the Far East, by the Economic Commission for Latin America, or other international

¹³ See Part I, Chapter II.

¹⁴ T/1392.

¹⁵ T/1395.

bodies, in so far as such surveys were concerned with the development of Trust Territories.

35. During the twenty-first session, the Council decided, at its 849th meeting, to take note of the above resolution and to take it into account in examining conditions in the Trust Territories affected. The Council also decided to proceed to a further examination of the question at its next session.

36. During the twenty-second session, at its 926th meeting, the Council proceeded to a further examination of General Assembly resolution 1210 (XII). The Council was informed by the Secretary-General that the report which the General Assembly had requested him to prepare had not been finalized because the various organs of the United Nations and other interested bodies had as yet not completed their consideration of the questions.¹⁶

37. After taking note of the statement of the Secretary-General the Council adopted at its 933rd meeting the following conclusion:

The Council has kept under review the association of the Trust Territories with the European Economic Community, but in the absence of detailed information of a fundamental character, which is not available at present, it is not yet in a position to express its views on the effects of the association of the Trust Territories with the Community.

I. Report of the Trusteeship Council

38. By resolution 1205 (XII) of 16 December 1957, the General Assembly took note of the report of the Trusteeship Council covering the period from 15 August 1956 to 12 July 1957¹⁷ and recommended that the Council in its future deliberations take into account the comments and suggestions made in the course of the discussion of its report at the twelfth session of the General Assembly.

39. At its 849th meeting the Council took note of this resolution.

¹⁷ *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595 and Corr.1 and 2).*

¹⁶ See T/L.863.

Part II

CONDITIONS IN TRUST TERRITORIES

Chapter I

SOMALILAND UNDER ITALIAN ADMINISTRATION

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

General considerations

1. Somaliland under Italian administration, lying on the north-east coast of Africa, includes an area slightly less than 150,000 square miles (461,000 square kilometres). Much of the land is arid and a large proportion of the Somali people are nomadic or semi-nomadic pastoralists. According to the 1953 population estimate, indigenous persons in the Territory number 1,263,584. There are also approximately 30,000 Arabs and 1,200 Indians and Pakistanis residing in the towns and, at the end of 1957, there were 4,383 Italians in the Territory.

2. At its twentieth session, the Council commended both the Administering Authority and the Government of Somalia for notable achievements and continued progress towards independence.

3. At its twenty-second session, the Council adopted the following conclusion:

The Council commends the Administering Authority, the Government of Somalia and the people of the Territory for the continued progress achieved during the year under review in the development of political, economic, social and educational institutions.

UNITED NATIONS ADVISORY COUNCIL

4. The United Nations Advisory Council submitted a report on its activities covering the period 1 April 1957 to 31 March 1958.¹ It stated that twenty official meetings had been held in addition to numerous informal discussions, meetings, conferences and contacts, and that the Council had been in a position to meet for a total of 323 days.

5. At its twentieth session the Trusteeship Council had noted the statement of the Administering Authority that the situation created by the transfer of a substantial measure of responsibility to the Government of Somalia necessitated revision of the procedure for consultation with the Advisory Council and had expressed the hope that the Advisory Council and the Administering Authority would be able to devise suitable procedures which would meet adequately the requirements of the changing situation. The Advisory Council stated in its report that new procedures for consultation and for the provision

of information by the Administration had been established together with the Administration and that these had worked out reasonably well in practice. It also expressed the hope that contacts between it and the Somali authorities would occur frequently so that in enacting legislation they might at the same time consider any observation made by the Advisory Council.

6. For its part, the Administering Authority informed the Trusteeship Council that it had pursued its mission in full collaboration with the Advisory Council. The Advisory Council had been kept informed of the activities of the Administering Authority and the Government of Somalia and, under the new procedures which had been established, it had received all draft legislation in the form approved by the Council of Ministers for submission to the Legislative Assembly as well as in the final form approved by the Legislative Assembly.

7. At its twenty-second session, the Council adopted the following conclusions:

The Council, having taken note of the report of the United Nations Advisory Council, commends it for its valuable work and considers that it will continue to contribute towards the political, economic, social and educational development of the Territory. The Council is confident that the fruitful relationship between the Advisory Council and the Administering Authority will further assist the inhabitants of the Territory to attain the objectives of Trusteeship in the most harmonious and effective way.

QUESTION OF THE FRONTIER WITH ETHIOPIA

8. The question of the definite demarcation of the frontier between the Trust Territory and Ethiopia had been the subject of recommendations of the Trusteeship Council at previous sessions and, at its eighteenth session, the Council had adopted a conclusion in which it recalled the opinion expressed in General Assembly resolution 1068 (XI) that, if the negotiations should fail to achieve substantial results by the twelfth session of the General Assembly, it would be necessary for the Governments of Ethiopia and Italy to avail themselves of the procedure laid down in General Assembly resolution 392 (V).

9. At its twelfth session, the General Assembly again examined the question. In resolution 1213 (XII) it noted the reports transmitted by the Governments of Ethiopia and of Italy and that direct negotiations had not resolved some of the main differences. Considering that a settlement of the frontier question before 1960

¹ T/1372.

was in the common interest of Ethiopia and the Trust Territory and having regard to the urgency of the matter, the General Assembly expressed the opinion that a final settlement could be achieved most expeditiously by a procedure of arbitration; recommended the parties to establish, if possible within three months, an arbitration tribunal to delimit the frontier in accordance with terms of reference to be agreed upon between the two Governments with the assistance of an independent person to be appointed by agreement between them; and requested the Governments of Ethiopia and Italy to report to the Assembly at its thirteenth session the measures taken by them to give effect to this resolution.

10. The 1957 Visiting Mission informed the Council that the situation along the provisional frontier had improved and that more satisfactory conditions were found in respect of security and order and in the free movement of persons and livestock. In its report, the Advisory Council stated that, while it had heard Somalis express the opinion that General Assembly resolution 1213 (XII) undoubtedly constituted a great step forward, certain elements felt that even the procedure of arbitration would not succeed in solving the frontier problem before the end of the Trusteeship period.

11. The Administering Authority informed the Council at its twenty-second session that pursuant to General Assembly resolution 1213 (XII) the Governments of Italy and Ethiopia had each appointed a member of the arbitration tribunal. The two experts would soon meet to consider the nomination of a third arbitrator. With regard to the establishment of terms of reference, the Government of Italy, in agreement with the Government of Somalia, had submitted a draft to the Government of Ethiopia. Following an incident on the frontier, the Administering Authority had proposed to the Ethiopian Government on 10 March 1958 the appointment of a mixed commission of Ethiopian and Somali officials to mark out the points fixed by the provisional administrative line, starting from the known point of Dolo.

12. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with concern the slow progress in solving the problem of the frontier and notes in this connexion the statement of the Minister for Economic Affairs of the Government of Somalia that the Territory would find itself in an extremely serious situation if a fair and honourable solution is not reached by 1960. The Council notes further that, while two of the three members of the arbitration tribunal called for in General Assembly resolution 1213 (XII) have been appointed, the terms of reference for the tribunal have not yet been agreed upon by the two Governments concerned. The Council expresses the hope that the third member of the arbitration tribunal will soon be appointed and urges the parties concerned to do their utmost to establish the terms of reference for the delimitation of the frontier in order that substantial progress may be reported in the implementation of the resolution in question at the thirteenth session of the General Assembly.

SECURITY AND ORDER

13. At the end of the year, the Somalia Police Force comprised fifty officers, 433 non-commissioned officers, including inspectors, and 3,184 men. All except certain units in Mogadiscio were under the command of Somali officers. Except for the post of Commander-in-Chief,

the central command is entirely staffed by Somali. The number of Italian police and military personnel was further reduced from 427 to 268 as a result of the various training programmes for Somali personnel. The Advisory Council stated in its report that it had congratulated the Administering Authority and the Government of Somalia on the almost complete Somaliization of the police forces.

14. The Administering Authority stated that there had been no tribal incidents of particular importance and that raids from the Ethiopian side of the border had diminished in number. Six persons, two of whom were district police, were killed, and six more injured in incidents arising from the refusal of certain farmers in the Upper Giuba Province to pay the *shamba* tax.

15. At its twenty-second session, the Council adopted the following conclusions and recommendation:

The Council notes with concern that some incidents have occurred at some sections of the provisional administrative line and that these incidents have caused concern among the populations residing in the proximity of the provisional line. However, the Council notes with some satisfaction the statement of the 1957 Visiting Mission that a policy exists of informal collaboration between local authorities on both sides of the provisional line. The Council hopes that these local contacts and other direct contacts between the authorities of Ethiopia and of the Trust Territory at higher levels will help to resolve peacefully whatever incidents might occur pending the final settlement of the frontier problem.

NATIONAL STATUS OF THE INHABITANTS

16. In its report the Administering Authority stated that the Legislative Assembly had approved draft legislation defining Somali citizenship of origin. Somali citizenship is conferred on all persons (a) whose father is a Somali originally of the Territory and (b) whose father is a Somali not originally of the Territory and who prior to the entry into force of the law, shall have established fixed residence in the Territory. Provision is also made for the acquisition of Somali citizenship by Somali non-citizens. The Advisory Council stated that the law had come into force on 1 February 1956. The Administering Authority stated that it was the Government's intention to submit a draft law providing for the acquisition of Somali citizenship by non-Somalis.

Observations of members of the Trusteeship representing their individual opinions only

GENERAL CONSIDERATIONS

17. The representative of Belgium stated that the Administering Authority had performed a considerable task in ten years in a country without great resources.

18. The representative of Australia congratulated the Administering Authority for its excellent work and the Somali Government and the people for the manner in which they had attacked economic and social problems.

19. The representative of the United Kingdom stated that his Government had greatly admired the way in which, with the help and guidance of Italy, the Government, the Legislature and the people of Somalia were building up their country and that it had every confidence that the people of Somalia would continue to tackle their various problems vigorously. He expressed warm admiration for the manner in which the

Italian Administration was helping Somalia and its people.

UNITED NATIONS ADVISORY COUNCIL

20. The representative of India noted the increasing importance of the Advisory Council.

21. The representative of New Zealand noted with satisfaction that the new procedures governing the relations of the Advisory Council and the Administering Authority had proved satisfactory and he felt confident that the fruitful collaboration would be continued.

QUESTION OF THE FRONTIER

22. The representative of India noted that progress had been made in regard to the appointment of an arbitration tribunal and that the two parties would soon reach agreement on its terms of reference.

23. The representative of the United States of America stated that the apparent lack of progress towards a solution of the frontier question was of great concern and that he could not be confident that both parties were doing their utmost to comply with the spirit of the arbitration resolution of the General Assembly.

24. The representative of Haiti expressed the regret of his delegation at the serious incident that occurred in the Haud region of Ethiopia and stated the Council could not be satisfied with the progress made in solving the frontier problem.

25. The representative of New Zealand noted with regret that there had been no real progress regarding the frontier question but was confident that the two parties concerned would spare no effort to reach a solution before Somalia became independent.

26. The representative of Guatemala urged that the frontier dispute be solved rapidly and justly. His delegation was fully confident that the decision of the arbitration tribunal would be made known before the Territory became independent.

27. The representative of China considered it encouraging that progress had been made in the appointment of an arbitration tribunal and hoped that early agreement could be reached on its terms of reference.

28. The representative of Belgium noted with satisfaction that arbitrators had been appointed by Ethiopia and Italy.

29. The representative of France expressed the wish of his delegation that the efforts of the two Governments concerned would lead to a peaceful and just settlement of the dispute.

30. The representative of Burma hoped that the third arbitrator would soon be appointed so that the Arbitration Tribunal would proceed expeditiously with its work.

31. The representative of the United Arab Republic stated that there was a sense of anxiety in the Territory about the pace of progress in implementing General Assembly resolution 1213 (XII). He hoped that by the thirteenth session of the General Assembly tangible results would have been achieved.

32. The representative of the United Kingdom expressed the hope that the process of arbitration would be completed as rapidly as possible.

33. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that the development of the Territory would

be jeopardized and irretrievably damaged if a fair and honourable solution were not arrived at by 1960.

34. The representative of Italy was confident that the statements of members of the Trusteeship Council and of the Advisory Council would contribute to an early and prompt implementation of the resolutions of the General Assembly. His delegation strongly hoped that it would be possible for the General Assembly at its next session to take stock of some substantial results.

NATIONAL STATUS OF THE INHABITANTS

35. The representative of China expressed concern that a law relating to the acquisition of Somali citizenship had not yet been enacted.

36. The representative of France noted that a law on Somali citizenship had been adopted, thus solving the problem of the legal status of the majority of the inhabitants.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF SELF-GOVERNMENT

37. The Council had been informed of the establishment in 1956 of an elective Legislative Assembly possessing wide legislative powers and of a cabinet system of government consisting of a Prime Minister at the head of a Council of Ministers. While in general the Legislative Assembly has been granted the powers of a legislative body, these are subject to certain restrictions. The power to submit draft legislation is vested in the Assembly and in the Administrator. In its report, the Advisory Council stated that the consent of the Administrator is required before the Somali Government may submit draft legislation to the Assembly. The Administrator possesses the right of veto in the sense that all bills adopted by the Assembly are subject to the approval of the Administrator, who may invite the Assembly to propose amendments. The Administering Authority informed the Trusteeship Council that thus far this sanction had never been withheld. A time-limit of three months is set for the Administrator's decision to grant or withhold approval of a bill. He may issue decree-laws in case of urgency but these must be submitted to the Assembly as soon as possible for enactment. He may dissolve the Assembly and call for new elections to be held within 120 days if it is unable to discharge its functions or does so in such a way as to endanger the normal conduct of the legislative process.

38. The 1957 Visiting Mission was informed that, in general, responsibility in all internal matters had been transferred to the Government of Somali and that such limitations on its authority as still existed pertained mainly to the responsibility of the Administering Authority in external affairs, defence and public order.

39. The Council had been informed at its twentieth session that a new Legislative Assembly, which would act also as the Constituent Assembly, would be elected as soon as new electoral legislation had been adopted and that by the end of 1958 the Territory would have the four basic institutions of a sovereign State, namely, a constitution, a Head of State, a government and a parliament.

40. The first steps were taken during 1957 towards the preparation of the constitution with the establishment by decree of a Political Committee to conduct preparatory studies for submission of the Constituent Assembly and of a Technical Committee of experts to prepare preliminary studies for the Political Committee. The Technical Committee has completed a draft constitution as a basis for discussion by the Political Committee. The Advisory Council, in paragraphs 105 to 114 of its report, informed the Trusteeship Council that it had requested certain information from the Administering Authority in respect of plans for constitutional development and the transfer of powers.

41. The 1957 Visiting Mission considered that highly commendable progress had been made by the Administering Authority and the Somalis in the development of the basic institutions of government of the future independent State. It noted that the Administering Authority had succeeded in implementing well ahead of schedule the tentative programme of constitutional development which had been submitted to the 1954 Visiting Mission.

42. The Council had been informed at its twentieth session that a census of the rural population residing outside the municipal areas was being carried out as a first step toward the holding of general elections to the Constituent Assembly in 1958. The Council expressed the hope that the question of extending suffrage to women would be given urgent consideration.

43. In its report, the Administering Authority stated that many difficulties had arisen in the conduct of the rural census, particularly as a result of a tendency among certain tribal chiefs to submit lists including non-existent persons. Consequently the Somali Government submitted to the Legislative Assembly on 26 May 1958 a new draft electoral law which provided that the elections should be held without previously completing a census. The bill was returned to the Government with a request that it should be reintroduced after a law on citizenship had been approved and a reliable census of the population taken. The Assembly also asked that its life be prolonged up to the end of 1959. The Administering Authority informed the Council that the reasons given by the Legislative Assembly for returning the bill, though logical and perfectly understandable, did not appear to be entirely justified, taking into account the circumstances and the real situation of the Territory. In its opinion, the draft law which had been introduced by the Government provided sufficient guarantees for the regularity of the elections. As to the question of citizenship, the provisions already in force, although they referred to persons originating in the Territory only, were sufficient to ensure a democratic representation of the overwhelming majority of the population. In any case, the Administering Authority would do its best to have the elections held in the spring of 1959. The Administering Authority informed the Council that the Legislative Assembly had adopted the draft law extending its life until 31 December 1958 without prejudice to the question of the census which was still under consideration and which might require a further extension.

44. The draft electoral law also provides for a ten-day period of balloting by all Somali citizens who have reached the age of eighteen. The new Legislative Assembly would remain in office for five years, and the Advisory Council expressed concern that the life of this

Assembly would continue for some years after the termination of trusteeship.

45. The Visiting Mission, noting the difficulties encountered in the 1956 elections and the numerous complaints which were voiced in that connexion, had expressed the hope that every effort would be made to establish a uniform system of registration of voters and direct elections throughout the Territory. The Council was further informed at its twenty-second session that a new law on municipal elections had been approved by the Legislative Assembly in 1958. It provides for female suffrage, the eligibility of women to municipal offices and a generally simplified electoral procedure.

46. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting that the general elections scheduled for 1958 have been postponed and that the Legislative Assembly has decided not to consider the draft electoral law introduced by the Government of Somalia, before the taking of a census and the completion of the law on citizenship, takes note of the statement of the Administering Authority, which indicates that the completion of a census had to be discontinued in some regions owing to certain difficulties and could not in any case be accomplished in a short period of time; takes further note of the statement of the Administering Authority that, if the Territory is to proceed in an orderly and satisfactory manner to the final stages of its constitutional development before independence, new elections should take place not later than March 1959.

The Council recommends that new elections be held not later than the end of March 1959, and that, should a system of electoral registration prove impracticable, an electoral law ensuring the free election of a legislative assembly be considered with the utmost expedition, in order to permit the preparation of the constitutional framework well in advance of 2 December 1960.

POLITICAL ORGANIZATION

47. During 1957, the Somali Youth League parliamentary group in the Legislative Assembly increased its strength by three seats to forty-six. The opposition party, the *Hisbia Dighil Mirifle* has changed its name to the *Hisbia Dastouri Mistaquil* (Independent Constitutional Party) and has renewed its demand for a decentralized government or a form of federation. The Somali Democratic Party has largely merged with the Liberal Somali Youth party, a new political organization described in the 1957 Visiting Mission's report. In a communication, the Presidents of the two parties stated that the Somali Democratic Party had been dissolved and merged with the Liberal Somali Youth Party.² Another new party, the Greater Somalia League, was established in 1958. The 1957 Visiting Mission was struck by the *Hisbia Dighil Mirifle* party's vehement criticism of the Administering Authority and of the Government and it considered that the party's apprehensions might be dispelled through greater efforts on all sides further to develop and strengthen regional organs of government so as to allow a greater measure of regional autonomy.

DISTRICT COUNCILS

48. The 1957 Visiting Mission considered that the District Councils, which are consultative bodies com-

² T/COM.11/L.305.

posed of traditional and elected chiefs and representatives of political parties and of economic, cultural and religious interests, were serving a useful purpose and that they represented a potentially most important instrument in effecting the transition from the system of tribal political organization to one more in harmony with modern democratic principles of government. It suggested that elected and *ex-officio* members should be included in the Councils and that their powers should be extended so that they could discuss questions relating to the raising and collection of taxes on the district level and provide the populations of the districts with an alternative to strongly centralized control by the Government and an incentive to take greater interest in measures in the field of education, public health, etc. The Advisory Council expressed similar views in its report. The Mission also felt that there was scope for the establishment of representative advisory bodies on an even broader regional scale.

49. The Administering Authority informed the Council at its twenty-second session that consideration might be given to a widening of the powers of the District Councils in areas in which local custom was in force. The Government itself would have to be ready to take into account the opinions of the District Councils, as reflecting local conditions, without however giving the Councils formal power of decision.

50. At its twenty-second session, the Council adopted the following conclusion:

The Council notes the statement of the Administering Authority that it is the policy of the Government of Somalia to strengthen and to encourage the development of local government organs and to extend, wherever appropriate, their powers and functions in the sphere of local affairs.

MUNICIPAL COUNCILS

51. The Council had been informed at a previous session of the development of municipal administrations each having an elective council, a standing committee, a mayor elected by and from among Council members, and a secretary. The Administering Authority reported that the organization and functioning of the forty-seven municipalities had improved during 1957 and that regulations governing the terms of recruitment and service as well as the rights and duties of staff of the municipalities had been adopted. The improved financial position of the municipalities had resulted in a significant reduction in aid from the central Government. The Administering Authority further informed the Council that the mayors, standing committees and councils had shown a great sense of responsibility in the discharge of their tasks.

52. The Advisory Council in its report drew attention to the increased efficiency of the municipalities which it attributed, in part, to the training programme for their secretaries. It also congratulated the municipalities on the initiative they had shown in constructing local public works.

53. The 1957 Visiting Mission considered that the development of municipal government had continued satisfactorily and hoped that efforts to strengthen it would be intensified and that the people of the Territory would recognize more fully their responsibilities in the establishment of local works and services.

54. At its twenty-second session, the Council adopted the following conclusions:

The Council notes with satisfaction that the municipalities have been given wider freedom of action, that they have responded positively to the responsibilities placed on them and that their financial situation is generally satisfactory.

ADMINISTRATIVE SERVICES

55. The Trusteeship Council has previously recognized that, within the relatively short period before the Territory achieves independence, a sufficient number of Somalis must be trained to occupy the responsible posts in the civil service, and has taken note of the Administering Authority's efforts to increase Somali participation in the administrative services. At its twentieth session, the Council had noted that district and regional administration had been carried on satisfactorily by the Somalis themselves.

56. The Administering Authority reported that during 1957 the appointment of Somalis to high posts in the various Ministries had been accelerated and that seven of seventeen departments were headed by Somalis.

57. The over-all situation at the end of 1957 was that, of a total of 5,268 persons in the service of the Administration, 4,610 were Somalis (225 of whom were women), 650 were Italians, and eight were of other nationalities. Comparable figures at the end of 1956, when the total was 5,016, was 4,380 Somalis, 621 Italians, and fifteen others. The increase of 230 in Somali staff was attributed to the replacement of Italian administrative and technical personnel. The increase of Italian staff by twenty-nine persons represented a temporary need for locally-recruited staff and it was expected that the number would show a significant decrease during the current year. In this connexion, the Advisory Council expressed the hope that the rate of withdrawal of Italian staff would not be so rapid as to interfere with the efficient functioning of the various services.

58. The 1957 Visiting Mission commended both the Administering Authority and the Somali staff of the Administration for the success achieved in the execution of the policy of rapid Somalization. It noted that two problems emerged in relation to the civil service, namely, its size, and the extent to which the services of non-Somali staff may be required after 1960. Personnel costs chargeable to the budget of the Government of Somalia represented one half of the estimated total expenditure for 1957 and the Mission considered that the organization and salary structure required new and careful scrutiny by the competent authorities, and by the Legislative Assembly in particular. It suggested that the assistance of outside experts in the field of public administration might be obtained, and that the question of reducing the number of personnel in the military and security forces of the Territory should be carefully reviewed. The Administering Authority informed the Council at its twenty-second session that the Administration and the Government would welcome the assistance of a United Nations expert in considering such reforms.

59. With reference to the need for Somali staff after 1960, the Mission considered that the Administering Authority was to be commended for its willingness to give favourable consideration to a request by the Government of Somalia for the services of technicians and experts after 1960 and to cover the costs of such staff. It also felt that the expansion of development programmes would seem to require more than the

150 non-Somali experts and technicians which the Administering Authority has estimated will be required after 1960. The Administering Authority informed the Council at its twenty-second session that 250 non-Somali personnel would be necessary after 1960 rather than between 150 and 185 as originally estimated.

60. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, while noting that the replacement of foreign personnel by Somalis is proceeding satisfactorily, recommends that the Administering Authority should intensify its efforts to train Somalis in all fields of the public service, especially for the diplomatic service.

The Council, noting that the Administering Authority and the Government of Somalia would welcome a United Nations expert in the field of public administration, suggests that the Administering Authority should request this assistance and that the relevant United Nations organs should give the most sympathetic consideration to such a request.

JUDICIAL SYSTEM

61. The Administering Authority reported that the judicial regulations which entered into force in 1956 had not undergone any important changes. It will be recalled that the judicial regulations contain dispositions relative to civil and penal jurisdictional powers, the competence of tribunals, the procedure to be followed before these bodies, and other matters described in the Council's report to the General Assembly at its twelfth session. A Ministry of Justice of the Government of Somalia was established and a Minister of Justice appointed during 1957. The Administering Authority informed the Council that the office of district judge had been established by law. District judges would be qualified Somali citizens and they would have both civil and penal jurisdiction. Jurisdiction over all military matters pertaining to the Territory has been transferred from the Italian military tribunal to a territorial military tribunal. The Administering Authority reported that the special commissions entrusted with the preparation of the maritime, labour, civil and penal procedure codes had continued their work and that the maritime and labour codes had been completed.

Observations of members of the Trusteeship Council representing their individual opinions only

DEVELOPMENT OF SELF-GOVERNMENT

62. The representative of India considered that the Territory was progressing rapidly towards the goal of independence and that the Somali institutions at the centre had functioned well and had shown both maturity and vitality. He assumed that the powers of the Italian Administrator under the constitution would be provisional and would be the very minimum necessary for the formal exercise of trusteeship responsibility until December 1960.

63. The representative of India hoped that there would be no further delay in the elections and suggested that in areas where it was not possible to hold direct elections traditional methods adopted at the last elections might be applied.

64. The representative of the United States of America suggested that a simplified census of voters might be undertaken and that a study of the voting systems in other African Territories might provide some

useful ideas. He hoped that the problem of elections would be solved before it threatened to interfere with the final transfer of powers prior to independence.

65. The representative of Haiti considered that delay in the plans for holding the elections and adopting a constitution might lead to a very unsatisfactory state of affairs unless energetic measures were taken. He stated that to make elections dependent on the completion of the census would involve an indefinite delay in the date of the elections and he considered that an electoral system could operate without a census, providing there was a voluntary registration of electors on the basis of identity, age, nationality and residence. He expressed grave doubts with regard to having a single national electoral college, as provided for in the draft law, and stated that if the voter were allowed to choose his own polling station, the determination of the political structure of a given region would be impossible. He doubted that the marks of indelible ink could remain for ten days and prevent voters from voting several times.

66. The representative of Haiti also stated that the Somali Government and the Administering Authority should be urged to accept realistic propositions in order that, by 2 June 1959, the plans for the transfer of all governmental functions to an independent and regularly constituted government of the Territory could be submitted to the Trusteeship Council.

67. The representative of New Zealand was gratified to learn of the progress made in the drafting of a constitution and noted that the Technical Committee had already completed its work. He hoped that it would be possible for the Government of Somalia speedily to advise adequate registration procedures so as to enable the holdings of elections early in 1959.

68. The representative of Guatemala expressed the hope that every effort would be made to carry out a new census in 1958 or 1959, and stated that both the Administering Authority and the Trusteeship Council should increase their efforts so that the next census would reflect the legitimate situation of the population and the number of voters. The elections should be carried out by means of universal, direct and secret suffrage. He also stated that the elections should be held within the first three months of 1959 and over a shorter period than the ten-day period originally envisaged.

69. The representative of China considered that the difficulties encountered with the previous census should not further postpone the elections. As long as the Administering Authority was confident that the registration and pre-electoral checking of voters could be completed in time, elections should be held in the spring of 1959. He also stated that he was pleased that the preparation of the draft constitution had reached a satisfactory stage.

70. The representative of Belgium noted with great interest that preparatory measures had been taken by the Administering Authority in drafting a constitution and that work was proceeding satisfactorily. He pointed out that further delays in the approval of an electoral law could lead to serious consequences and that electoral perfection was perhaps impossible in a nomadic Territory.

71. The representative of Australia felt that it would be preferable for the new elections to be held in the spring of 1959 but the final decision on this must lie with the Government of Somalia itself. He hoped that this internal constitutional question would have been settled when the Administering Authority reported at the

twenty-fourth session of the Council on its plans for the transfer of all functions of government. He also commended the manner in which the Somalis were obtaining experience in international affairs.

72. The representative of France considered that the Council ought to endorse the conclusion of the Visiting Mission praising the Administering Authority for the rapid transfer of executive and legislative powers to the Somalis. The Somali Government had shown its political maturity, and the democratic institutions which had been created by the Italian Government had demonstrated their vitality. He stated that it was important that a method be found which would achieve a practical solution to the problem of counting the voters in a nomadic country.

73. The representative of the Union of Soviet Socialist Republics considered that the establishment of the Legislative Assembly and the national Government of Somaliland had had the most favourable effect on the political development and the progress of the Territory towards the aims of trusteeship. In this connexion, he congratulated the Legislative Assembly and the Government of Somaliland on the successful beginning of their activities and wished them ever greater success in achieving independence within the deadline that was set by the General Assembly of the United Nations. He regretted that general elections had been deferred and considered that this delay might not have been necessary if the Administering Authority had taken in good time the required measures. His delegation hoped that the Administering Authority would make every effort to carry out the census so that democratic elections could be held during 1958. Finally, the representative of the USSR considered that the Government of Somalia did not participate sufficiently in foreign affairs and stated that it should be in the interests of the future State to ensure more active participation of the Government in foreign affairs and commercial relations and that responsibility for most of the foreign diplomatic problems should be transferred to the Government immediately.

74. The representative of Burma remarked that a large measure of power had already been transferred to the Somali people. He felt that the holding of elections should not be made contingent upon the completion of an all-embracing census and that the elections should take place within the first three months of 1959.

75. The representative of the United Arab Republic recalled the assurances of Italy that the delay in the Territory's constitutional development would not influence the progress of Somalia towards its full independence by the end of 1960, but felt that a further stay in office of the present Legislative Assembly after the end of 1958 would establish a dangerous precedent. He considered that all efforts should be made to complete the census in due time.

76. The representative of the United Kingdom welcomed the steady taking over of functions by the Somali Government and the valuable preparatory work already done on the new constitution. He considered it was primarily for the Legislature and Government, in consultation with the Administering Authority, to devise the best means for holding the elections and ensuring that they were held in such a way and at such a time as best to contribute to the smooth transition to independence and the effective carrying out of the Trusteeship Agreement. He believed the Council could be confident that the Legislature, the Government and the Administering Authority would bear in mind the welfare and progress

of the people and the need for ensuring a smooth transition to self-government.

77. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that his Government was determined to organize general elections as soon as possible on the basis of methods which would guarantee their democratic character.

78. The representative of Italy stated that the Administering Authority was in full agreement with the opinion that it would not be advisable to make the next general elections contingent upon the taking of a census. The Administering Authority had foreseen the difficulties, which were not due to a lack of or faulty planning. It considered that the draft electoral law, with its inevitable shortcomings, was the best solution in the circumstances. It was the firm intention of the Administration to do its best in order that the Assembly might not be prolonged beyond the time strictly necessary to allow new general elections to be held in the spring of 1959.

79. The representative of Italy stated that the Government of Somalia felt that the system of a single national constituency was preferable to the system of district constituencies because it afforded better opportunities to smaller parties to attain a minimum quota which they could otherwise hardly attain on a district basis. He was sure that the Government of Somalia would not fail to give its most careful consideration to the suggestions made on the draft electoral law by the representative of Haiti.

80. Referring to the participation of the Government of Somalia in international affairs, the representative of Italy stated that the Minister for Economic Affairs would in the future meet with the authorities of the European Common Market and with the authorities in Bonn and Karachi on commercial affairs and he stated that responsibility for external trade had been transferred to the Somali authorities early in 1958.

81. Finally, the representative of Italy stated that he could not share the view that the delay in the process of constitutional development had made it difficult, if not impossible, to terminate the Trusteeship Agreement before 1960 or that this prolongation might also be interpreted by the people of the Territory as an effort on the part of the Deputies to stay in office beyond their given mandate.

POLITICAL ORGANIZATION

82. The representative of Belgium was happy to learn that the Somali political parties were acting according to democratic standards and increasing their activities. This was a token of their political maturity.

DISTRICT COUNCILS

83. The representative of India stated that the District Councils needed to be developed and to be given adequate encouragement for development. They could advise the centre on purely district and traditional questions and could well be given special powers to regulate district life in fields which were outside the jurisdiction of the centre. He was pleased to note that the Government of Somalia looked with favour upon regional meetings of delegations of District Councils.

84. The representative of the USSR considered that the development of local organs of self-government had been very slow and that the delay in the granting of executive functions to the District Councils could not be

justified. He stated that it was most important that at the time the Territory achieves independence, the Somalis will be given an opportunity to have acquired experience in self-government not only at the summit but on the lower levels. These steps would also be most important in mobilizing the broad masses of the population and in ascertaining the needs of these peoples.

85. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that the question of extending the powers and activities of the District Councils and of creating Regional Councils was being examined by the Government which felt that it should proceed with care and caution.

86. The representative of Italy stated that it was a part of the programme of the Government of Somalia to strengthen and encourage the development of local government organs and to extend wherever appropriate their powers and functions.

MUNICIPAL COUNCILS

87. The representative of India noted that the municipalities had been given a wider freedom of action within the framework of the law, that they had responded positively and that their financial situation was generally satisfactory.

ADMINISTRATIVE SERVICES

88. The representative of India noted that the Administration and the Government of Somalia had stated that they would welcome the assistance of a United Nations expert in considering reforms in the administrative organization and felt that this request should be considered with the utmost sympathy by the relevant United Nations organs.

89. The representative of Haiti stated that his delegation was pleased to note that a Somali was now occupying the post of Vice-Commander-in-Chief of the police force and that seven departments were headed by Somali officials, as the Visiting Mission had been informed.

90. The representative of New Zealand was of the opinion that the continued Somalization of the administrative services, coupled with the realistic acceptance by the Government of Somalia that qualified and experienced non-Somali administrators would be required after independence, boded well for stable and efficient government administration and development in the future.

91. The representative of Guatemala stated that there had been many important developments which gave proof of progress in the process of Somalization.

92. The representative of Belgium noted that the Somalization of the civil service had proceeded at a very fast pace.

93. The representative of Australia stated that the Administering Authority must be commended for its attachment to overseas delegations of Somali officers.

94. The representative of France remarked that the Somalization of the civil service had been accelerated in 1957. The Council should take into account the wish expressed by the Advisory Council that the rapid withdrawal of Italian personnel should not jeopardize the efficiency of the administration.

95. The representative of the USSR was of the opinion that although some satisfactory progress had been made in the Somalization of the administrative

services, these efforts had not been sufficient. Measures to train diplomatic personnel were inadequate and many more individuals should be receiving such training.

96. The representative of the United Arab Republic expressed the hope that the Administering Authority would intensify its efforts to train more Somalis in the field of diplomatic and international affairs and would consider the organization of a Somali defence force along lines similar to those proposed by several members of all parties of the Legislative Assembly.

97. The representative of the United Kingdom welcomed the steady and successful progress in bringing the people of the Territory into positions of high responsibility.

98. The representative of Italy expressed the appreciation of his Government for the acknowledgement by many members of the Council of the progress which had been achieved in replacing Italian staff with Somalis.

JUDICIAL SYSTEM

99. The representative of Haiti noted the establishment of the office of District Judge to be filled by Somalis, who would deal with the cases of all persons without distinction as to race, nationality or religion.

100. The representative of New Zealand stated that it was a most welcome development that it had been found possible to entrust an ever-increasing range of judicial responsibilities to Somalis.

101. The representative of Belgium noted the creation of a Ministry of Justice and of the office of District Judge. He also noted the establishment of a military tribunal and the preparation of various draft laws and codes.

102. The representative of France noted with interest the effective transfer of judicial powers to a ministry of the Somali Government, as well as the institution of district judges and the preparation of various codes.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

103. The known economic resources of the Territory are meagre. Most of the inhabitants lead a basically self-sufficient nomadic or semi-nomadic existence. At its twentieth session the Council considered the report of an expert survey mission of the International Bank for Reconstruction and Development which had visited the Territory in 1956. In its report,³ the Bank mission stated that livestock offered the principal scope for long-run development but few prospects of quick or substantial rewards, that opportunities for settled agriculture were limited and that much skill was required to exploit them fully. It considered that the Territory could not possibly increase its income from existing resources before 1960 by enough to replace Italian aid.

104. The Administering Authority informed the Council that rainfall had been abundant during the year and, consequently, that agricultural production had been satisfactory both in the dry farming and riverine areas. More abundant water supplies as well as new supplies obtained under the development programme had con-

³ T/1296.

tributed to an increase in livestock and the output of canned meat as well as of livestock exports. The blocking of the Suez Canal had resulted in a reduction of banana exports during the early part of 1957 and the effects of this situation were felt in those sectors linked to the banana industry. In its report, the Advisory Council stated that the Somali market economy, while heavily dependent on external markets, was, under present arrangements for the export of bananas to Italy, less subject to fluctuations in world markets than that of many other primary producing countries and that the Territory's export earnings were thus relatively unaffected by the downward drift in world prices. It further stated that there appeared to have been a moderate increase in the output of some manufactured products and that public investments within the framework of the 1954-1960 development plan had continued, at approximately the rate envisaged, while private investment was characterized by mixed tendencies.

105. The Administering Authority stated that, as a result of expert studies, national income data had become available for the agricultural, animal husbandry and forestry sectors of the economy in 1955. These were as follows: within the subsistence economy, agriculture So. 46 million,⁴ forestry So. 5 million and animal husbandry So. 80 million and within the agricultural sector of the cash economy, So. 40 million. The total was So. 171 million.

DEVELOPMENT PLANS AND FINANCING

106. The Trusteeship Council has, in the past, urged the Administering Authority to elaborate a comprehensive economic plan, particularly with reference to the future needs of the Territory as an independent State. In 1954, the Administering Authority informed the Council of its plans for the Territory's economic development during the period 1954-1960.

107. The General Assembly, at its ninth session, had adopted a resolution⁵ requesting the Trusteeship Council to continue its study of the question of the financing of the economic development plans of the Territory and, on the basis of the conclusions of the 1954 Visiting Mission and the report of the International Bank mission, to endeavour to decide on practical measures for financing the economic development plans for Somaliland and to report to the Assembly at its tenth session.

108. The Bank mission considered that any rapid gain in output was unlikely before 1960, and that the outlook for the public finances and the balance of payments at that time would be determined by the level of public expenditures of the independent State and the future of banana exports. Without continuing financial aid after 1960, there would be a drastic reduction in present standards of administration, education and the social services and the frustration of hopes for higher living standards in the future. It drew attention to the Administering Authority's estimate that the deficit in the budget would be So. 34 million, and that of the balance of payments, So. 20 million in 1961, on the assumption, *inter alia*, of the continuation of present policies and of the continuation of banana exports at the 1955 level exempt from export tax. The mission considered that, within the general assumption on which they were based, these estimates could generally be considered reasonable.

⁴ 20 Somalos = £1 = \$2.80.

⁵ Resolution 855 (IX).

109. Implicit in these estimates was the assumption that the Territory would continue to receive exceptional indirect aid through the sale of bananas at premium prices. The Bank mission considered, however, that if the banana industry were no longer subsidized after 1960, the export of bananas would cease to be profitable. Moreover, no other export crop seemed to offer a practical alternative as the basis for a concession economy nor, with the exception of sugar, could European agricultural production for the domestic market be economic. While recognizing the importance in the economy of the concessions, the Bank mission found it difficult to believe that the long-run interests of the Territory would be served best by keeping indefinitely in existence an industry which was uneconomic. It considered that a decision on the future of the industry should be reached before independence. The possible effects of the end of exceptional assistance to the banana industry might result in deficits of So. 43 million in the budget and of So. 45 million in the balance of payments.

110. The Bank mission, referring to the financial aid which would be required by the independent State, stated that plans should initially be based on the assumption that exceptional assistance might be needed in some degree for conceivably as much as twenty years. Even assuming that oil might be found, there would still be a need for external aid for some years after the end of the trusteeship. Outside assistance in the specialist or technical posts in public works, public health, education, agriculture and veterinary services would be needed long after independence. Plans should be made well before 1960 for a single budgetary or financial organization through which all development finance would be channelled, whatever its source, both before and after independence, and which would make possible the ready co-ordination of all investment activities with technical assistance.

111. The Bank mission stated that, if there could be no assurance of continuing aid after 1960, drastic cuts in public expenditures and imports would have to be planned now, and investment plans would have to be curtailed. Thus, an end to the uncertainty surrounding future assistance was the most urgent and important contribution that could presently be made to the economic future of the Territory.

112. With regard to the execution of the Administering Authority's economic development plans for the period 1954-1960, the Trusteeship Council has at previous sessions noted the progress achieved. It was informed at its twentieth session that the estimated seven-year expenditure had been increased from So. 87 million to So. 124 million. Four-fifths of the total expenditure would be from public funds. It will be recalled that the principal objectives are the development of agriculture and animal husbandry through irrigation, the building of catchment basins, the construction of grain storage facilities, the distribution of machinery and tools and an extensive programme of well digging. Expenditure and programmes executed under the Somali Development Fund, which administers the programme established under the agreement signed by the Governments of Italy and the United States of America in 1954, and which have been jointly financed by the two Governments under an allocation of So. 12.7 million, form a part of the seven-year plans. Actual expenditure under the development plans by the end of 1957, expressed as a percentage of the total amount programmed, was 64 per cent in the public sector and 67 per cent in the private sector. The Administering Authority informed the Council that

through the implementation of the development plans it was expected that the deficit in the balance of payments would be reduced by So. 20 million and that national income in the agricultural and animal husbandry sectors would increase by So. 22 million. Details on the development programmes in the various fields appear under the appropriate headings below.

113. The Bank mission stated that an appraisal of public investment required consideration of very substantial expenditures which lay outside the seven-year plans as well, and it felt that it might not be excessive to put the increase in ordinary expenditures that followed new investments undertaken since 1950 at about So. 15 million a year. Moreover, even if there were no further extension of social services, an increase of another So. 5 million in annual maintenance and upkeep costs in the Public Works and Agricultural Services might be anticipated. It noted that, as against such increases in the budget, the development plans had estimated gross gains in annual agricultural and livestock production in 1960 of about So. 22 million. The Bank mission felt, however, that the estimates of size and the time-table of the plans were subject to considerable uncertainty, and that some modifications in the schemes as well as in the estimates of prospective yields might prove necessary. It considered that the contributions to the budget would, in all likelihood, be small since, even if striking gains in private income were realized, they would be made from what were generally very low levels, hence the margin for saving would be negligible, and the benefits to the budget small and indirect.

114. The Bank mission noted that, from 1950 to 1955, known private investment had been half as large again as public investment in new facilities and reconstruction. However, whereas an increasing amount of capital was being put into petroleum, European agriculture and industry had carried out most of their investment by 1953. The approach of 1960 had reduced the incentive to expand existing enterprises or to start new ones and made it more difficult and expensive to find finance. The Mission considered that the Territory in the second half of the trusteeship faced the prospect of a continued stagnation in productive private, dominantly European investment in agriculture and industry at a time when public investment on behalf of Somali agriculture and livestock was expanding.

115. The Administering Authority, commenting on the Bank mission's report, stated that it shared the conclusions in the report, with the exception of some which it considered somewhat pessimistic, especially with regard to the cost of producing bananas and to the possibilities of exporting them at a competitive price. The Administering Authority also did not completely share the Bank's conclusions concerning cotton production. Referring to the Bank's comments on animal husbandry, the Administering Authority stated that the results obtained from investments in this field made it look forward to a more optimistic future. On the question of banana production, the Somali Government felt that a good proportion of the present production would compete favourably in the international market. However, in view of the dangers involved in keeping agricultural production geared largely to the production of bananas, a vast programme of development had been devised for the cultivation of cotton, where the prospects of adequate levels of production provided a definite alternative to the production of bananas. This would in turn benefit the public budget, the balance of trade, and employment.

116. The Administering Authority also informed the Council at its twentieth session of the establishment of the Agency for Economic Development of Somalia (ASES), which is charged with the preparation, financing and execution of economic development projects; of the Inter-Ministerial Committee for Economic Development, which must approve all projects and may forward projects to ASES for approval; and of the Planning Office concerned, *inter alia*, with determining the maintenance or upkeep costs of projected works.

117. The Administering Authority informed the Council at its twenty-second session that the external financial assistance required after 1960 would run to about \$4.5 million divided in equal amounts of \$1.5 million between the ordinary budget, the development budget and technical assistance. The estimate for technical assistance has been increased by \$500,000 over the estimate submitted to the Council at its twentieth session since the Administering Authority considers that a corps of 250 non-Somali experts would be required rather than between 150 and 185 as originally estimated.

118. The Administering Authority also informed the Council that the Government of Somalia welcomed foreign private capital and had undertaken to give all possible guarantees.

119. At its twentieth session, the Council noted the continued progress achieved under the Administering Authority's plans for economic development and that in all fields where possibilities of development existed, plans had been made at least until 1960. It further noted that the Territory would continue to require external technical and financial assistance for an indeterminate period after 1960 and it noted the estimates of the International Bank mission, the Administering Authority and the representative of the Government of Somalia in this connexion. The Council welcomed and drew the attention of the Assembly to the statement of the Administering Authority that Italy was prepared to continue to make available technicians to the Territory after 1960 if the Somali authorities should desire it. The Council also welcomed and drew the attention of the Assembly to the pledge of the Government of Somalia to give all appropriate encouragement and guarantees to foreign private investment interested in pursuing activities useful for the Territory. It further noted that under the European Common Market Treaties the Territory was scheduled to receive \$5 million over a five-year period for infra-structural investment.

120. The following possible means of furnishing technical and financial assistance to the Territory after 1960 were submitted for the General Assembly's consideration:

(1) That the Administering Authority be given a mandate to explore in consultation with the Government of Somalia the possible sources of financial aid for the Territory after 1960 and to report to an early session of the Council;

(2) That the International Bank and the technical assistance authorities of the United Nations conduct further explorations on possible sources of assistance for Somaliland's economic development;

(3) That the United Nations invite the Administering Authority to continue to provide appropriate financial assistance to Somaliland after 1960;

(4) That a special economic mission be sent to Somaliland before 1960 to examine and report on the progress in economic development which had been

achieved along the lines recommended by the International Bank mission and the Administering Authority;

(5) That Members of the United Nations be requested to give consideration to making available to Somaliland appropriate technical and financial assistance;

(6) That the United Nations should establish a suitable international machinery for the purpose of making grants-in-aid to Somaliland.

121. Finally, the Council welcomed the statement of the Administering Authority, made in connexion with the suggestion contained in point (1) above, that, in consultation with the Government of Somalia, Italy would: (a) assess all requirements for a viable, independent Somaliland; (b) keep these assessments constantly under review; and (c) explore all possible ways of meeting the requirements indicated by these assessments.

122. The General Assembly, at its twelfth session, adopted a resolution⁶ in which, having considered the various possibilities suggested by the Council and noting that the Council and the Administering Authority shared the view that it was premature to make any specific recommendations as to the amount of external assistance which might be required after 1960, it noted that the Administering Authority, in consultation with the Government of Somalia, would continue to assess all requirements for a viable, independent Somalia, explore all possible ways of meeting the requirements indicated by these assessments and submit a report thereon to the Council at the twenty-second session. It also requested the Council to continue its study of this question and, in particular, to explore further the possibilities suggested by the Council and to report thereon for the consideration of the General Assembly at its thirteenth session.

123. The 1957 Visiting Mission considered that although funds for public investment were limited, the impact of new projects would, nevertheless, have favourable results and it recalled that the 1951 Technical Assistance mission had emphasized that many development projects did not have to wait upon external capital investment. It considered that a precise evaluation of the needs of the independent State in respect of financial assistance should be undertaken and emphasized the need for increasing the productivity of the population as a whole. Considerable scope remained for the improvement of storage, transport, marketing and credit facilities and techniques of crop and animal husbandry and the Mission urged that the fullest use be made of all sources of assistance.

124. In its report, the Advisory Council considered that an annual report should be issued in which the progress of the development plans would be reviewed in an analytical fashion. It felt that this should promote a greater measure of understanding among the people of the Territory of the objectives and the progress attained and permit better co-ordination of financial aid with the various programmes of technical assistance.

125. With respect to the nature of external economic assistance after 1960, the Advisory Council expressed the opinion that an arrangement under the auspices of the United Nations would be of great value. It strongly expressed the view that decisions on the nature and form of assistance to be provided could not be further postponed if a reasonably smooth transition was to be effected to independent status.

126. The Administering Authority submitted to the Council at its twenty-second session a special report on

the economic requirements of the Territory on the expiration of the Trusteeship Agreement containing forecasts and suggestions on the balance of payments and budgetary situations for the years 1961 and 1962. The report states that the over-all annual budgetary deficit would be \$5 million, comprising a deficit of \$2.1 million in the public budget, \$1.4 million for foreign experts and technicians and \$1.5 million for economic development expenditure. The annual deficit in the balance of payments is estimated at \$5 million, consisting of a trade deficit of \$2.6 million and of a deficit in invisible items of \$2.4 million. These estimates are based on the assumption of continuing production and export of bananas. If this were not the case the deficit in the public budget would increase to \$3.7 million, the deficit in the balance of payments would reach \$7.5 million and an additional \$500,000 would be required for economic development. The report states, however, that there are factors which give ground for optimism in respect of the future of the Territory's banana trade. It also stressed that the increase in production in all fields envisaged could be achieved only on condition that adequate agricultural, animal husbandry and commercial policies were initiated. The Administering Authority informed the Council that these estimates would be subject to a continuing review in consultation with the Government of Somalia.

127. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the encouraging trends in the economic development of the Territory, particularly the steadily rising territorial revenues, the percentage decline in the budgetary deficit, the signs of improvement in the balance of payments, the broadening of the Territory's foreign trade in relation to various currency areas and some increased productivity.

The Council notes with appreciation that, in pursuance of General Assembly resolution 1206 (XII), the Administering Authority has submitted to the Council a special report on the economic requirements of the Territory on the expiration of the Trusteeship Agreement, which states that the over-all annual budgetary deficit would be \$5 million, comprising a deficit of \$2.1 million in the public budget, \$1.4 million for foreign experts and technicians and \$1.5 for economic development expenditure. The annual deficit in the balance of payments is estimated at \$5 million, consisting of a trade deficit of \$2.6 million and of a deficit in invisible items of \$2.4 million. The Administering Authority has informed the Council that these estimates are subject to a continuing review in consultation with the Government of Somalia.

The Council further notes the statements of the Administering Authority, the Advisory Council, the 1957 Visiting Mission and the Minister for Economic Affairs of the Government of Somalia with regard to the economic situation and prospects for Somalia, after 1960, and specifically that the Territory will continue to require external financial assistance for a period after it achieves independence if it is to avoid substantial reductions in public services and economic development plans. In this connexion, the Council also notes the encouraging statement of the Minister for Economic Affairs that this period, which was previously estimated by the International Bank mission at twenty years, may be of considerably shorter duration because of the improving economic situation in the Territory.

The Council notes the statement of the Minister for Economic Affairs of the Government of Somalia in

⁶ General Assembly resolution 1206 (XII).

which, while referring to the attainment of the means to meet his country's economic requirements, contemplated in resolution 1206 (XII) of the General Assembly and referred to above, he said that his Government was still carrying on consultations with the Administering Authority and would inform in due course about the results, relying, naturally, on the assistance and the possible aid of the United Nations. As the Special Fund of the United Nations provided for in resolution 1219 (XII) of the General Assembly is expected to be set up shortly, the Council requests that the authorities of the Fund consider, at the appropriate time, giving assistance in respect of some of the projects of the Territory from this Fund. The Council also suggests that the Administering Authority formulate proposals in consultation with the relevant specialized agencies of the United Nations regarding assistance from the United Nations Expanded Programme of Technical Assistance.

Bearing in mind these factors and also the fact that it will be the responsibility of the Government of Somalia to estimate its needs after independence and how they can best be met, the Council welcomes the information from the Administering Authority and the Government of Somalia that they are continuing, in close consultation, to explore possible sources of financial aid for the Territory after 1960 and will inform the Trusteeship Council when Somaliland under Italian administration is next considered, regarding the results of these consultations. Moreover, the Council notes with satisfaction that, as a result of consultations which have already occurred, certain Members of the United Nations have already offered to furnish technical or financial assistance to the Territory after it achieves independence, and expresses the hope that, as a result of further consultations, the Administering Authority and the Government of Somalia will be able to achieve a solution to the problem of the Territory's future financial and technical assistance needs.

PUBLIC FINANCE AND TAXATION

128. The question of the chronic budgetary deficit—a problem of continuing concern to the Trusteeship Council—appeared little changed in the accounts for 1957 and the estimates for 1958, as presented in the annual report.

129. Since 1956, the public finances of the Territory have been regulated by two budgets. The Government of Somalia, or Territorial, budget, includes all revenue from taxation within the Territory and a large and increasing part of the current or ordinary operating expenses which, by the time of independence, will represent the full operating costs of the Territory. The budget of the Italian Trusteeship Administration includes all costs which pertain exclusively to the Trusteeship Administration as well as expenditure for economic development. It is the Territorial budget which is submitted to the Legislative Assembly for approval.

130. Territorial budget revenues were So. 48.9 million in 1957, representing an increase over estimates of So. 3.7 million, resulting from increased revenue from most sources, in particular, import duties and direct taxes. Expenditure under the Territorial budget was So. 56.7 million, an increase of So. 2.8 million over estimates, which the Administering Authority stated was due to higher personnel costs, operating costs in two of the ministries and extraordinary expenses.

131. Expenditure under the budget of the Italian Trusteeship Administration totalled So. 44.5 million, which, together with the deficit in the Territorial budget, was covered by a grant from the Administering Authority of So. 52.6 million and extraordinary receipts of So. 1 million. The deficit of So. 2.6 million carried over from the 1956 budget was balanced from the reserve carried forward from previous budgets.

132. The Territorial budget estimates for 1958 comprise estimated receipts of So. 52 million and a total expenditure of So. 60.9 million. Total expenditure under the Italian Trusteeship Administration is estimated at So. 57 million, which includes over So. 11 million for the termination and repatriation of Italian personnel.

133. In its annual report, the Administering Authority also informed the Council of new income tax and dwelling tax legislation which will enter into force in 1958 and which should increase revenue from direct taxation. The new income tax law provides for a small increase in tax rates on income from salaries and wages, a new municipal tax proportional to the income tax, a new governmental surtax on small businessmen with incomes of less than So. 3,000 per year, and an increase in the rate of the regular surtax and tax on income from business. The Advisory Council noted that the Government anticipated a yield of about So. 6.6 million from income and quasi-income taxes in 1959, as compared with the 1958 estimate of So. 5.8 million. In 1957, receipts from this source were So. 5.5 million. A new slaughter tax has also been adopted.

134. At its twentieth session, the Council had expressed the hope that, in the interests of reducing the budgetary deficit, the Administering Authority and the Government of Somalia would take all possible measures to reduce the present scale of civil expenditure and to increase revenues by increasing production, introducing improved methods of taxation and developing new sources of taxable revenue such as livestock.

135. The 1957 Visiting Mission felt that every possible effort should be made to reduce expenditure and increase efficiency in the government services, and that a far greater effort should be made to collect revenue from all available sources. The Mission also stressed the need for a much greater measure of public support for the efforts to reduce the deficit in the Territorial budget and expressed regret that there had been open resistance to taxation.

136. In its observations on the 1958 budget estimates, the Advisory Council noted with satisfaction that part of the increased revenue anticipated was expected to accrue from the application of the new income tax legislation. Noting that a large part of revenue was expected to accrue from various taxes on consumption, it considered that care should be exercised with regard to further increases in tax rates on items of basic consumption. While noting certain improvements in the tax structure, the Advisory Council expressed regret that in other directions little progress was indicated or definitely in view. With reference to the law on income tax, the Advisory Council suggested that certain modifications in the law might improve its efficiency and eliminate certain possible inequities as among different groups of taxpayers.

137. The Advisory Council noted that total expenditure on civil and military personnel, excluding "daily personnel", and elected chiefs amounted to 50 per cent of the 1958 ordinary budget, representing a slight re-

duction in the proportion of such expenditure as compared with actual expenditure in 1957. It also expressed the view that an annual detailed budget of capital expenditure on economic development in the Territory was necessary and would facilitate an annual review of the Territory's general programme of economic development.

TRADE AND BALANCE OF PAYMENTS

138. Merchandise trade and transportation in 1957 showed a deficit of So. 27.5 million, as against So. 33.8 million in 1956. The Administering Authority stated that this reduction was due largely to a decrease of So. 5 million in imports. Earnings in trade totalled So. 64.7 million and payments So. 85.5 million, and in transportation So. 134,200 and So. 6.8 million, respectively.

139. The value of exports increased from So. 65 million in 1956 to So. 77 million in 1957 while imports rose slightly from So. 115 million in 1956 to So. 117 million in 1957.

140. Italy is the principal source of imports, contributing 43 per cent by value (43.6 per cent in 1956). Exports to Italy represented 75.6 per cent of the total (73.7 per cent in 1956). In its report, the Advisory Council stated that a certain re-direction of exports followed the Suez closure and that there had been a substantial reduction in the deficit on current transactions with the sterling area resulting from increased exports to that area. This was accompanied by some easing of restrictions on imports requiring sterling payment.

141. At previous sessions, the Trusteeship Council has welcomed the steps taken by the Administering Authority to reduce the adverse trade balance and recommended that further measures should be adopted and that, together with the Somali Government, the Administering Authority should examine at an early date ways and means of increasing earnings and reducing expenditure of foreign exchange.

142. The 1957 Visiting Mission considered that an exhaustive investigation should be made of the possibilities for marketing products in neighbouring territories. It also considered that another important factor in the solution of the problem of the trade deficit was increased agricultural production earmarked for export.

143. The Administering Authority informed the Council at its twenty-second session that it was convinced of the need to find wider markets for Somali exports, especially in neighbouring countries in the east. Surveys had been made to determine the potentialities of foreign markets and the possibility of exporting products to more suitable areas.

AGRICULTURE, ANIMAL HUSBANDRY AND WATER SUPPLIES

144. The main wealth of the Territory is in the form of livestock, principally camels, cattle, sheep and goats. Agriculture is generally restricted to the riverine areas, certain coastal districts and the dry farming area between the two rivers. Recurrent droughts have caused great hardship. In the past, the Council has recommended that measures should be taken to ensure the diversification of crops, the adequate production of basic food crops and the storing of foodstuffs.

145. Adequate rainfall ensured an abundant harvest of millet and maize during 1957 and prices reached the

lowest point in years; 73,262 quintals of maize stockpiled in 1955 and 1956 were exported. A total of 55,943 quintals of maize and millet remain stockpiled as a means of stabilizing future prices. Production of sugar cane, groundnuts and sesame showed a marked increase.

146. Under the development plans, provision is made for the expenditure of So. 30.5 million on agriculture and So. 24 million on animal husbandry. At the end of 1957, investment under this programme had reached So. 18.3 million in agriculture and So. 14.6 million in animal husbandry. During 1957, irrigation canals, catchment basins, grain storage facilities, mechanized farm centres and numerous wells were completed, as described in the annual report.

147. At its twentieth session, the Council noted with satisfaction that the economic development plans were being implemented according to schedule and that the production of cereals and other food crops had been considerably increased.

148. The most important achievement in 1957 under the plans for agriculture was the completion of the project for the irrigation of 25,000 hectares at Bulo Mererta financed jointly by the Governments of Italy and the United States. The 1957 Visiting Mission was impressed by this project and expressed the view that its success would be largely dependent on the organizational measures taken, namely, the controlled use of water, the support of maintenance costs by the farmers and an improved system of marketing. The Mission also considered that there was much greater scope for the development of extension services in the Territory and that the work of establishing and developing co-operatives should be placed on a vigorous basis and that in no case should it be abandoned. The Administering Authority stated that in regard to extension services efforts were being made to recruit experts. Production co-operatives had not proved very successful and the Administering Authority considered that a United Nations expert in this field might be able to suggest other methods of organization for this type of co-operative.

149. With reference to cotton cultivation, the Administering Authority modified existing legislation on marketing and production and the Advisory Council commended it for this action. A new agency established during the year is now responsible for governmental stockpiling operations for cereals and other commodities, formerly a function of the Somali Credit Institute, and for the provision of motorized ploughing services to farmers. The Administering Authority, in some instances with the aid of United States International Cooperation Administration, continued to distribute selected cash crop seedlings, expand experimental demonstration and training centres and extend its work in the experimental and plant selection fields. The Advisory Council noted that the least satisfactory progress had been made in the project for increasing output in the dry-farming areas the success of which depended essentially on an effective programme of agricultural extension. It will be recalled that in its report the Bank mission had stated that present crop yields were lower than need be, and that the quality and yields of both food and cash crops would benefit from the selection of varieties and better seed, together with better soil and crop husbandry and greater control of pests and diseases. It considered that technical assistance from agriculturists experienced in dry-land farming and in irrigation was necessary and that extension work had hardly begun.

150. The Bank mission was of the opinion that there was no way in which bananas could be sold without some degree of protection or subsidy. At its twentieth session, the Council noted the statements of the Administering Authority concerning banana production and its plans to put the banana industry on a competitive and economic basis and welcomed the efforts being made to diversify agricultural production by encouraging the production of cotton and ramie. The Advisory Council, in its report, stated with reference to the development of industrial crops other than cotton and bananas that many of the possibilities continued to be in the experimental or planning stage.

151. The Administering Authority informed the Council at its twenty-second session that the price of the Territory's bananas had dropped below that of French West African bananas by 18 per cent. This indicated some change in the prospects of the banana trade.

152. In its report, the Bank mission stated that the development of livestock resources along sound, if simple, lines was of fundamental importance and it listed a series of conditions required for such development. At its twentieth session, the Council noted with satisfaction that the export of livestock had been trebled with the introduction of improved water supplies. During 1957 over So. 5 million was spent on the further development of water resources. Surveys were continued in respect of range management, and the experimental livestock farm at Uar Mahan began operating.

153. The Visiting Mission noted in its report that efforts were being made to stabilize the semi-nomadic population in the Baidoa area by the development of water supplies and the storage of fodder crops. It considered that the successful exploitation of the wealth in livestock required a territory-wide programme of livestock and marketing development and that further efforts were required along these lines. It stressed that all possibilities of marketing livestock in neighbouring territories should be investigated and expressed the hope that the problem of livestock smuggling to Kenya would be solved by promoting efficient marketing facilities to ensure fair prices for livestock and livestock products.

154. The Advisory Council reported the establishment of a second meat canning plant which, it felt, should provide a considerable market for cattle.

155. At its twenty-second session, the Council adopted the following conclusions and recommendation:

The Council notes with satisfaction the increase in the production of cotton, oil seeds, sugar and cereals and the progress made in respect of the important programmes of water development and reclamation.

The Council, noting that the Administering Authority would welcome the assistance of United Nations experts in the field of production co-operatives and the marketing of cotton, hides, bananas and citrus fruit, recommends that the Administering Authority should request this assistance and that the relevant United Nations organs should give the most sympathetic consideration to such requests.

LAND

156. The situation in respect of land remains as described in last year's report of the Council to the General Assembly.⁷

⁷ See *Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595)*, paras. 162 and 163.

157. In its report, the Bank mission had stated that industry had been developed largely to serve the domestic market, which was small. Furthermore, raw materials were scarce, fuel and power were expensive and the productivity of labour was low. Thus, industry had depended heavily on tariff protection and tax exemptions and, in the case of exports, on preferential treatment in the Italian market. Most industrial enterprises were owned and managed by Italians, and financed with funds from Italy or by reinvestment of profits. Somali production was still almost entirely on a local craft basis. With reference to the crafts, the 1957 Visiting Mission felt that there would appear to be great scope for development by the introduction of better techniques of production and of the concept of co-operative organization for the purchase of materials and the marketing of products.

158. The largest industrial establishment is the SAIS sugar refinery which, according to the Bank mission, accounted for at least one-half of the gross value of industrial output. The second most important enterprise is the textile plant, which produced 971,372 yards in 1957. There are two meat-canning plants. The Advisory Council was of the opinion that further advances would have to be achieved in the agricultural and animal husbandry sectors and in internal and external marketing arrangements before substantial additional investments in the related processing industries would be stimulated. It noted that progress was made during the year in the Government's programme for promoting indigenous fishing activity.

159. At its twenty-second session, the Council adopted the following conclusion and recommendation:

The Council notes the gradual but continued growth of industrial activity and expresses the hope that the Administering Authority will make every effort to encourage industrial development, in particular by the establishment of middle and long-term credit facilities.

MINING

160. The grant of oil concessions to two companies in accordance with the mining law approved by the Territorial Council had been previously noted by the Trusteeship Council, which had requested the Administering Authority to keep it informed of further developments.

161. In its report, the Administering Authority informed the Council that the Sinclair Somal Corporation had abandoned drilling at two wells after reaching depths of 3,890 metres and 4,850 metres, respectively, without discovering oil and had extended its geophysical survey into the southern part of its concession. The *Mineraria Somala* company was drilling a second well. Both organizations had relinquished their rights over approximately one-fourth of the areas originally conceded, in accordance with provisions of the agreements. The total outlay up to the end of 1957 was So. 73.9 million for the Sinclair Somal Corporation and So. 30.1 million for the *Mineraria Somala*.

162. Licenses were granted to Frobisher, Ltd., to explore for metallic minerals and petroleum for a period of one year and to the Standard Vacuum Oil Company to explore for petroleum for a period of three years. In its report, the Advisory Council stated that the licence granted to Frobisher, Ltd. was not exclusive

and did not grant the enterprise any rights of production or entail any obligations regarding expenditure.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

163. The representative of India considered the economic prospects to be quite encouraging in the light of certain favourable trends during the last few years.

164. The representative of Haiti stated that the economic problems of the Territory were not yet resolved although important progress had been achieved.

165. The representative of Guatemala noted a welcome improvement in economic conditions.

166. The representative of France said that the remarkable efforts made by the Administering Authority could not achieve rapid and marked success in the economic field because of geographical conditions.

167. The representative of the Union of Soviet Socialist Republics considered that more attention should be devoted to the economic development of the Territory with a view to achieving economic independence. He felt that the results achieved thus far showed that very little had been accomplished in taking advantage of the possibilities offered in all fields. He noted negative results which had come about as regards the development of the Territory by neglecting the interests of the indigenous inhabitants. In the textile industry, for example, the possibilities were enormous in Somaliland. In fact, the small textile industry which existed in the Territory had been abandoned. All textiles used in the Territory had to be imported. The cause of this unjustified concept might be found in interests which were not those of the Territory.

168. The representative of Burma stated that the economy of the Territory presented a more encouraging picture this year. He hoped that the Administering Authority and the Somali authorities would do everything possible to promote the continuance of this trend.

169. The representative of the United Kingdom stated that this delegation had been much encouraged by the efforts which had been and were being made to develop a viable Somali economy.

DEVELOPMENT PLANS AND FINANCING

170. The representative of India stated that the assistance provided by Italy, the United States of America and the United Arab Republic deserved commendation. He considered that it would be more appropriate to consider the budgetary deficit, expenditure for foreign experts and development expenditure separately rather than to seek bulk financial aid to cover these items. Further attempts could be made to reduce the budgetary deficit. He also suggested that the trade deficit could be reduced further by special trade promotion measures and by providing suitable incentives to exporters. Some way should be found to induce the reinvestment of investment returns in the Territory.

171. The representative of India felt that the banana contract might well be continued beyond 1960. The state of unhealthy dependence upon the banana trade should give way to a diversified pattern of economy. He further felt that some, or many, of the 250 experts required after 1960 could be provided by the United Nations Expanded Programme of Technical Assistance and he

suggested that the Administering Authority explore this possibility carefully, in consultation with the relevant United Nations bodies and specialized agencies, and inform the Council at the next summer session of the results of those discussions.

172. He considered that if the budgetary deficit was reduced further and if many of the foreign experts were provided through the United Nations, the residual assistance which the Territory would need after 1960 would be mainly for the implementation of its development plans. In this connexion, he noted that the United Nations would shortly be setting up a special fund for development projects in the under-developed territories and he felt that the Council would be in a better position at the summer session of 1959 to examine what particular projects might be financed by this special fund. He stated that he was in general agreement with the suggestion of possible United Nations financial assistance after 1960 and suggested that perhaps the Advisory Council, with the assistance of special experts, or a special committee of the Trusteeship Council assisted by experts and in consultation with the Administering Authority and the Government of Somalia, might examine individually the requirements of the Territory and report to the Council at the next summer session on which of the Territory's different needs might be met by United Nations bodies, such as the special fund and the Expanded Programme of Technical Assistance.

173. The representative of the United States of America informed the Council that the Consul General of the United States in Mogadiscio had delivered a statement to the Prime Minister in which the Government of the United States renewed the assurances previously given to Somali officials that the United States would be prepared, if the people of Somalia so desired, to assist Somalia to maintain its economic stability and to achieve an appropriate level of development in the period of independence. This assistance was subject to the necessary United States legislation and appropriations and it would be supplementary to the assistance to Somalia provided by other nations. In the period prior to independence, the United States planned to carry on its present programme in conjunction with the Administering Authority.

174. The representative of Haiti was pleased to note that the Government of the United States had declared its intention to provide economic assistance and expressed the hope that other countries would join with the United States, Italy and the United Arab Republic in providing such assistance.

175. The representative of New Zealand was satisfied that the range of needed external financial assistance had been established as accurately as possible at the present time. He considered that the question of such aid was primarily a matter for the Government of Somalia in consultation with the Administering Authority. The representative of New Zealand further emphasized the need for improved efficiency in the banana industry and for stimulating production of other exportable agricultural products in order to cushion the effects of decreased banana exports and to increase the flexibility of the Territory's economy.

176. The representative of Guatemala was of the opinion that the Trusteeship Council should recommend the establishment of an economic assistance fund under international supervision for the Territory.

177. The representative of China considered that the economic aid and technical assistance provided by

Italy and the United States deserved commendation and was gratified to learn of the offers of continuing assistance to the Territory by these two countries. The way in which such outside assistance was furnished and administered was crucial, however, and he considered that: (a) there should be machinery, if desired and necessary within the framework of the United Nations, and reporting periodically to the General Assembly, for consultation among the Governments furnishing economic aid and technical assistance to the Territory; (b) the administration and co-ordination of outside assistance, in whatever form it might be granted, should be in the hands of one centralized agency which must be under the authority of the Government after independence; and (c) the development agency should also have the function of over-all economic planning.

178. The representative of Belgium objected to the suggestion that the Advisory Council or a special committee of the Trusteeship Council should investigate the future requirements of the Territory. He welcomed the decision taken by the Somali Government to associate the country with the European Market. He was also pleased to learn that the Administering Authority would consider favourably a request from the Government of Somalia for technicians and experts after 1960, and would assume the expenses.

179. The representative of Australia felt that the figures for the over-all aid required after 1960 should be broken down into their constituent parts and that the Council might begin to consider the basic problems behind each of these. His delegation felt that there was some indication that possible sources of taxation were still untapped and he suggested that it might be possible to apply a form of capitation tax to the nomads. The question of possible limitation of imports as well as of expanding exports would be one of a number of considerations of which account would have to be taken. His delegation was not sure that any proposal for the setting up of a committee associated with the Trusteeship Council which would consider economic assistance to the independent State was appropriate at this stage. It was for the Government of Somalia to co-ordinate offers of economic and technical assistance, whether on an international or a bilateral basis.

180. The representative of France noted with satisfaction the constant progress achieved under the seven-year development plans. However, in spite of the results achieved in agriculture, solution of the economic problems of Somaliland was not in prospect. He considered that it was up to the Somalis themselves to increase their productivity without expecting everything from outside help. He considered that external aid could not be expected solely from the United Nations Expanded Programme of Technical Assistance and hoped that the Italian Government would continue its financial assistance after 1960. The establishment of a new committee by the Council to deal with this matter would not facilitate a solution.

181. The representative of the USSR stated that the development of the economy would be facilitated by increasing commercial and economic relations with other countries. However, few efforts were being made in this direction. The development of the economic and commercial assets of the Territory should not be limited by agreements such as the European Common Market Treaties which were solely in the interests of the Administering Authority.

182. The representative of Burma urged both the Government of Somalia and the Administering Authority to intensify their efforts with a view to finding other sources of financial aid to cover the budgetary deficit, if necessary on a bilateral basis. In the meantime, the Administering Authority and the Government of Somalia should obtain as many experts and technicians as possible under the Regular and Expanded Programmes of Technical Assistance.

183. The representative of the United Arab Republic stated that the Council should recommend to the next session of the General Assembly that Member States desiring to provide financial aid to Somalia after 1960 should be requested to make their contribution through a United Nations joint Somalia fund to which all Member States would be free to contribute. The Council might wish, however, to establish now a special committee to study this question with all interested parties and to report to the Council as quickly as possible. He pointed out that this multilateral assistance would not prevent the Somali State from entering into any other bilateral agreements it might deem desirable.

184. The representative of the United Kingdom recognized the importance of outside aid and said that his delegation was second to none in wishing to see the development of Somalia go forward smoothly, effectively and on an adequate scale, but he agreed with the view that decision on the subject of outside aid must ultimately rest with the Government of Somalia. He felt that the setting up of a committee or of some other United Nations procedure would not be appropriate. His delegation took a similar view of the proposal regarding the setting up of a United Nations joint Somalia fund.

185. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that his Government wished to thank the Administering Authority and the Government of the United States for the financial and technical aid they had provided. He also thanked the Advisory Council and the representatives of the United Arab Republic, India and Guatemala for recommending the establishment of a special United Nations fund for Somalia. He expressed his gratitude to the Government of the United States for its offer of financial aid after 1960, and to the United Arab Republic for declaring its willingness to participate in the creation of a special United Nations fund. He assured the Council that the estimates of the financial assistance required after 1960 would be revised periodically and that every effort would be made to reduce these requirements to a strict minimum.

186. The representative of Italy stated that he could not see how many of the suggestions which had been made concerning the economic advancement of the Territory could be considered acceptable from a practical point of view. The problem was one of determining who was going to provide the independent State with the necessary financial aid. He felt that it would be better to let the Somalis say what they wished to do, instead of trying to make decisions for them. He stated that he was in full agreement with those who did not consider convenient the establishment of a new committee or of a special fund. With the Administering Authority's offer of technical assistance in 1957 and the offer of assistance made by the United States of America and other countries, a solution of this problem was now approaching. He felt that the Council should make its recommendations on the basis of what the

Administering Authority and the Government of Somalia would have to say about this question and that time must be given to the Somalis to consider the question and to reach the necessary conclusions.

187. Commenting on a remark about the Territory's association with the European Common Market, the representative of Italy drew attention to the views of the Government of Somalia contained on page 2 of document T/1397.

188. He welcomed the suggestion that a Somali agency for economic development to administer outside financial aid should be set up. He felt that this was a wise measure which should be recommended to the Government of Somalia.

PUBLIC FINANCE AND TAXATION

189. The representative of New Zealand noted with satisfaction that the Government was planning to expand the system of taxation by the imposition of a cattle tax, which, in spite of the difficulties involved in its collection from a largely nomadic population, held the prospect of a considerable contribution to revenue.

190. The representative of Belgium noted that the new legislation on income tax and the tax on dwellings would make it possible to increase considerably receipts from direct taxation.

191. The representative of the USSR stated that indirect taxes were very high and weighed heavily on the indigenous population. He felt that taxes on the revenue of foreign companies should be increased.

192. The representative of Burma considered that the present requirements for 100 per cent backing of the Somali currency by foreign exchange could be reduced without endangering the stability of the somalo so that a considerable amount of foreign exchange would be released for developmental purposes.

193. The representative of Italy stated that it was part of the programme of the Government of Somalia to enlarge the basis of taxation so as to include possibly all those who, like the nomads, were benefiting from facilities created through public funds. Further legislation was not likely to succeed unless further work was carried out to convince the people that they had to contribute their share to the revenue of the Territory. All possible sources of receipts except the cattle tax had been taken into account, therefore one could not look forward to a large increase in direct taxation. Besides the 11,000 persons paying income taxes, there were 100,000 paying other direct taxes whose contribution would increase by 12 or 15 per cent by 1961. He stated that there was very little chance of reducing expenditure after 1960 when the Government would have to take over expenses which were now being met by the Administering Authority.

TRADE AND BALANCE OF PAYMENTS

194. The representative of India noted that the position regarding the balance of payments had shown definite signs of improvement and that the direction of trade had changed in such a manner as to reduce the deficit with the sterling area. He noted that the traditional commercial contacts of the Territory were with the sterling area and he hoped that the present trend would stabilize itself.

195. The representative of France stated that the Administering Authority was not to blame for the deficit in the balance of payments which was due to the fact that

Somaliland was an under-developed country that had to import capital goods and heavy material.

196. The representative of Burma considered that the Government of Somalia, in order to correct the disequilibrium in the balance of payments, should strictly enforce austerity measures and impose rigid restrictions on the export of profits either by taxing the profits remitted abroad or by legislation requiring compulsory investment of a certain percentage of profits within the Territory itself.

197. The representative of Italy stated that the policy of developing trade with traditional areas was being vigorously pursued by the Government of Somalia. He stated that certain limitations dictated by the availability of foreign exchange could not be overlooked.

AGRICULTURE, ANIMAL HUSBANDRY AND WATER SUPPLIES

198. The representative of India stated that there had been welcome increases in the production of cotton, oil seeds, sugar and cereals. He noted that the well-digging programme was half completed and that irrigation and reclamation works were under way. He also stated that there was room for further improvement in the field of production co-operatives and took note of the statement of the Administering Authority that it would welcome a United Nations expert in that area. Finally, he expressed the hope that the contribution of the Food and Agriculture Organization would shortly assume proportions similar to those of other specialized agencies.

199. The representative of New Zealand noted with satisfaction the progress made in cotton production and the completion and proposed expansion of an extensive irrigation project. He commended the efforts being made to improve animal husbandry and to find wider export markets for cattle.

200. The representative of Guatemala noted the achievements in providing new water supplies and expressed the hope that the Administering Authority would continue these efforts.

201. The representative of Belgium noted with satisfaction that the Administering Authority had drawn up a vast programme for the development of cotton production.

202. The representative of the USSR felt that sufficient measures had not been taken in the production of crops other than bananas. Thus far, the principal effort had been in those sectors of the economy which were in the hands of non-indigenous persons as, for example, the banana production. Despite the dependence of over two-thirds of the population on animal husbandry, this branch of the economy was not receiving much encouragement.

203. The representative of Italy stated that the diversification of production still remained the firm policy of the Government of Somalia.

INDUSTRY

204. The representative of India stated that the industrial life of the Territory was developing but he noted that middle and long-term credit facilities were lacking.

205. The representative of Guatemala noted with satisfaction that the production of canned meat and tuna had increased during the year, and he expressed the hope that this development would continue.

206. The representative of the USSR stated that all the industry in the Territory, with the exception of

the craft industries, was in the hands of the Italians and that credit facilities, which had been established for the benefit of local enterprises, had granted loans to Europeans while Somalis received only small loans, usually for agricultural purposes.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

207. The retarding effect on the social development of the Territory of the low standard of living and of the high incidence of disease has previously been noted by the Council, which has stressed the need for specific plans in relation to social welfare, labour legislation and public health. The fundamental problem of nomadism has received particular attention. At its twentieth session, the Council, noting the efforts of the Administering Authority and the Government of Somalia to raise the standard of living of nomads, had expressed the hope that the practical difficulties in the way of their social advancement could be progressively removed by turning to greater economic advantage their principal assets.

208. The 1957 Visiting Mission felt that there was scope for co-ordination of social development measures within economic development programmes. Particular attention should be given to establishing agricultural and livestock extension programmes and to extending the fundamental education programme in the rural districts as perhaps the most direct method of bringing about the social advancement of the rural population. While recognizing that programmes of social and educational advancement must be carried out within the limitations of the territorial budget, it asserted that this factor should not be allowed to exclude the study of basic problems which may severely limit development.

209. At its twenty-second session, the Council adopted the following recommendation:

The Council considers that every effort should be made to continue with the registration of the rural population and the collection of vital statistics as soon as practicable.

STATUS OF WOMEN

210. Somali women enjoy many fundamental rights and freedoms and their dignity is respected. The 1957 Visiting Mission reported that women assume an ever increasing role in the economic life of the Territory and that they play a dominant role in small-scale marketing and trade in foodstuffs. Although their role in public affairs is still markedly subordinated to that of men, they are taking an increasingly active role in political parties, most of which have women's sections.

211. The Council had, in previous recommendations, expressed the hope that the Administering Authority would prepare the ground for the early grant of adult suffrage to women. At its twenty-second session it was informed that the draft law on general elections and the law on municipal elections provided for the extension of the franchise to women. All political parties had indicated that they were in favour of this step. The women's committee of the Liberal Somali Youth Party of Mogadiscio expressed to the Visiting Mission the desire of women to attain the same political and social rights as were enjoyed by men.

212. Somali women have also achieved great progress in the medical and educational fields. An increasing number are being trained as nurses and midwives, both in Italy and in the Territory. In 1957, eleven Somali women teachers returned from Italy after completing their teacher-training course. The Visiting Mission considered that, with the present female staff available in education and nursing, it should be possible to establish a number of social welfare centres to advise women and to put at their disposal the benefits of direct experience in better dietary standards, methods of infant care and all other related subjects.

213. At its twenty-second session, the Council adopted the following conclusion and recommendation:

The Council, recalling its recommendation adopted at the twentieth session, commends the Administering Authority and the Government of Somalia for their successful efforts in granting the franchise to women in respect of municipal elections and expresses the hope that the same right will be accorded to women in respect of general elections. The Council notes with satisfaction the increasingly important role of women in all fields.

LABOUR AND SOCIAL SECURITY

214. The Council's attention has previously been drawn to certain gaps in labour legislation, particularly in respect of employment contracts, protection of wages, minimum wages and the registration and operation of trade unions. In 1955, a committee was established to study the elaboration of further labour legislation appropriate to the needs of the Territory and in December 1957 the Legislative Assembly approved a measure empowering the Government to promulgate labour legislation.

215. A commission set up for this purpose completed a draft labour code which is awaiting approval by the Council of Ministers. In April 1957, a Department of Labour headed by a Somali was established in the Ministry of Social Affairs. In 1958, the Government hopes to have regional and district labour offices throughout the Territory. The Chief of the Department of Labour and an Italian labour expert reviewed the draft labour code together with experts from the ILO in Geneva. The draft contains general principles on a variety of subjects such as the operation of trade unions, employment contracts, wages, working conditions, minimum age limits, strikes and the settlement of labour disputes.

216. Since 1952, Somali workers in large concerns have been insured against industrial accidents and occupational diseases, through a scheme called *Cassa per le Assicurazioni Sociali della Somalia*. The Cassa has established a medical insurance scheme for Somali workers in certain industrial concerns. It has also established two medical units in Merca and Vittorio d'Africa consisting of a dispensary, medical stores, a doctor, a nurse and living quarters for the staff. An experiment in sickness insurance for Somalis was tried out recently in two factories by fixing a minimum premium per person to be deducted from the wages of those insured. The Advisory Council reports that the possibility is being considered of making a start in 1958 with a sickness insurance scheme for Somali workers employed on a permanent basis.

HOUSING

217. Although considerable building activity is going on in the principal town of Mogadiscio, there is a short-

age of modern housing in the Territory. Rents for such housing rose during the year under review. In general, housing and town planning are the responsibility of municipalities, but financial assistance may be provided, within budgetary limits, by the central government for projects approved by it. The new branch of the *Credito Somalo* which has opened recently provides credit for housing construction. Rapid progress is being made by the municipalities, whose councillors are anxious to forge ahead in providing civic amenities to the public, not only in Mogadiscio but in other centres as well.

PENAL SYSTEM

218. In its report, the Administering Authority informed the Council that a new set of penitentiary rules had been established by decree in March 1957. The penitentiary services of the Territory were transferred from the Ministry of Internal Affairs to the Ministry of Pardon and Justice, which was established in October 1957. One Somali official was appointed as Assistant-Director of the Central Prison in Mogadiscio. A Somali Chief-Inspector is in charge of the technical and professional training of prison guards.

219. The Advisory Council's report stated that there was one central prison in Mogadiscio and twenty-six district prisons in the rest of the Territory. The prisons have dormitory-type cells where prisoners are kept from three or four to thirty or forty in a room, according to its size, irrespective of age or type of crime committed. No occupational, educational, or religious facilities are provided in any prison except the central prison at Mogadiscio. Juvenile delinquents, who are very few, are kept in the central prison in a special place under the direct supervision of the medical officer. The Advisory Council noted with regret that the prisoners are sent out to work in officials' homes or gardens for sweeping, cleaning, drawing water or gardening. It considered that there was much room for improvement in the classification of prisoners and provision of recreational, occupational, educational and religious facilities for them in all prisons and that proper classification should be made according to age and types of crimes committed.

220. A bill on public morality was adopted by the Legislative Assembly during the year under review. Before promulgating the law, the Administrator requested the Advisory Council to re-examine it and inform him of its advice. The Council's observations were sent to the Administrator who referred them and the bill back to the Legislative Assembly for further consideration.

MEDICAL AND HEALTH SERVICES

221. The Trusteeship Council has noted in the past the adverse effect of poor health conditions on social and economic development. It has also noted with satisfaction the campaigns planned and carried out against various diseases and malnutrition, and has urged that special emphasis should be placed on the training of Somali medical and health assistants, and that the Administering Authority should assist Somali graduates of secondary schools to seek medical training in Italy or elsewhere.

222. Existing medical facilities consist of eleven hospitals, twenty larger dispensaries and 116 village dispensaries. The number of doctors declined from sixty-two in 1956 to fifty-nine in 1957. The number of hospital beds throughout the Territory was 2,020 as against 1,981 in 1956. The Government has encountered diffi-

culties in recruiting new medical staff. The Advisory Council has suggested the conclusion of bilateral agreements with other countries to secure more doctors. The Administering Authority informed the Council at its twenty-second session that it had been decided to appoint eleven doctors to meet the Territory's needs.

223. Efforts are being made to train auxiliary personnel. In 1957, twenty-four health and social assistants returned from Italy and were assigned to various posts in hospitals and other secondary units. Thirty students are at present under training in Italy. In the Territory itself, 169 Somali auxiliary staff are receiving in-service instruction and theoretical courses to become midwives, nurses, or medical and social assistants.

224. The Administration received close collaboration from international bodies, thirteen international experts having visited the Territory in 1957. Medical and health officers from the Administration and the Somali Government took part in various international meetings that were held in Africa and the Middle East.

225. The anti-malaria campaign was intensified during the year with the assistance of the World Health Organization and the United Nations Children's Fund. The campaign against tuberculosis was also conducted on a wider scale, and the Administering Authority is contemplating a nation-wide anti-tuberculosis programme with the help of these two agencies. More women and children have benefited from health centres, and infant mortality showed a slight decline.

226. While the Visiting Mission was, in general, favourably impressed by the medical and health services, it made several recommendations for the improvement of these services, and for their extension to the northern part of the Territory.

227. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the steps taken by the Government of Somalia to modernize the Territory's health and medical services so as to make them more flexible in their curative role. It further notes with satisfaction the existing programme of the Administering Authority to train indigenous personnel and hopes that it may be intensified. The Council commends the Administering Authority and the Government of Somalia for the campaign against malaria and for establishing new dispensaries. It also commends WHO and UNICEF for their participation in the malaria campaign. The Council expresses the hope that increasing efforts will be made to establish essential medical services in those regions in which there is need for such services.

The Council expresses its appreciation to the World Health Organization and the United Nations Children's Fund for their efforts to assist in raising medical and health standards in the Territory and hopes that these efforts may be expanded.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

228. The representative of India noted the handsome assistance given to the Territory by the International Labour Organisation, the World Health Organization and the United Nations Educational, Scientific and Cultural Organization.

229. The representative of New Zealand expressed satisfaction with the progress made and hoped that with

the assistance of international experts and technicians the Government would be able to achieve its goals in this field in the future.

230. The representative of Australia felt that despite the financial limitations and the extraordinary problems of a physical and social nature the efforts of the Administering Authority and of the specialized agencies in the social field could be commended.

231. The representative of France stated that, as reported by the Visiting Mission, programmes for social and educational advancement could not be carried out without sufficient budgetary resources. Local authorities were trying hard to increase those resources by improving tax revenue.

232. The representative of the Union of Soviet Socialist Republics stated that the recommendations of the Council at earlier sessions on the subject of nomadism were still pertinent inasmuch as the standard of living of the nomadic population continued to be low and had the effect of retarding the social development of the Territory.

233. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that his Government considered that a wise financial policy should be the foundation of all effective and lasting forms of social development and that suggestions regarding the education of nomads and the development of health and social services would be taken into account in drawing up new plans.

STATUS OF WOMEN

234. The representative of India noted with considerable satisfaction the grant of suffrage to women as well as their increasing activities in all fields.

235. The representative of Guatemala felt that one of the most important steps taken in the social field during the year was the recognition of certain rights of Somali women, in particular the right to vote.

236. The representative of Belgium noted that the draft laws on municipal and general elections provided for the vote of women.

237. The representative of France expressed his gratification that the law on municipal elections had granted women the right to vote. He was convinced that the new law on general elections would also affirm the same right to women.

238. The representative of the USSR noted with satisfaction that the franchise had been granted to women in municipal elections and he expressed the hope that women should be able to vote without restriction in the general elections as well.

LABOUR AND SOCIAL SECURITY

239. The representative of Guatemala stated that the drafting of the labour code was a significant step which would contribute greatly to the social and economic progress of the population as a whole.

240. The representative of France noted with interest the provisions of the labour code and noted that it would be soon adopted.

241. The representative of the USSR stated that there had been a great number of labour accidents which showed that the Administration was neglecting safety measures as regards production activities. He felt that the complaints contained in the Visiting Mission's report in respect of low salaries could not fail to be of con-

cern to the Council. The Administering Authority should take urgent measures in order to overcome these anomalies.

PENAL SYSTEM

242. The representative of Guatemala stated that his delegation hoped that the Administering Authority would soon put an end to the practice of sending prisoners to work in the homes and gardens of government personnel.

243. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that only in a few cases were prisoners employed to take care of public buildings and that this was done for their own benefit.

MEDICAL AND HEALTH SERVICES

244. The representative of Haiti noted with satisfaction the intention of the Somali Government to modernize the organization of medical and health services so as to make them more flexible in their curative role and more active in their preventive and social role. He was alarmed by the decrease in Italian medical personnel.

245. The representative of Belgium commended the efforts of the Administering Authority for its campaign against malaria, the training of medical personnel and the establishment of new dispensaries.

246. The representative of France congratulated the Administering Authority for its efforts to control malaria. However, it seemed urgent that essential medical services be established in the northern part of the Territory.

247. The representative of the USSR noted that unsatisfactory health conditions and under-nourishment resulted in a high incidence of disease. Public health measures and educational measures were therefore of major importance. He felt that the reduction in the number of doctors reflected the neglect of the public health situation. The Administering Authority had not trained adequate indigenous personnel and it had not assisted indigenous persons to avail themselves of the training facilities offered by other Members of the United Nations.

248. The representative of Italy, referring to the decrease in medical personnel, stated that steps had been taken to overcome it by the recruitment in Italy of eleven doctors.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

249. The responsibility for developing the education of the Somali people belongs now to the Government of Somalia, in particular the Department of Education, which comes under the Ministry of Social Affairs. The head of this Department is a Somali, as are many of the members of the Central School Council. Italian schools, however, are under the supervision of the Office for Italian Affairs. As reported by the Advisory Council, the Somali Government's budget estimates for 1958 allocate So.4,235,207 for education. This represents an increase of So.40,500 in general expenditure and of So.519,664 in salaries of Somali teachers over 1957 expenditure under the same heads. The 1958 education budget is 6.9 per cent of the total budget of the Terri-

tory and constitutes 36.4 per cent of the Social Affairs Ministry's ordinary budget for 1958.

250. UNESCO, in a report submitted to the Council at its twentieth session,⁸ had noted that, in 1956-1957, the enrolment of children in schools was still low and approximately 43 per cent short of the target set in the five-year plan. However, there had been encouraging trends since 1955-1956 in improved attendance, a decrease in wastage, a gradual normalization of the age of children in the classes and an increased enrolment of girls.

251. The Government's action aims at consolidating the existing educational structure. It has devoted particular attention to the training of teachers and to the preparation of students for higher studies in the fields of administration and science. The 1957 Visiting Mission stated that, for the period 1957-1960, the Government had also plans to increase the number of schools so as to serve a larger number of communities, and to lay greater emphasis on vocational and technical training.

252. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the progress achieved in the development of educational facilities. It notes, however, that there is need for a further expansion of primary, secondary and technical education and urges that the necessary steps be taken to this end. The Council, while noting that existing facilities, principally in primary schools, have not been fully utilized, recognizes the efforts made by the Government of Somalia to stimulate interest in education and, in particular, to increase school attendance. The Council, noting that the expansion of existing programmes would be affected, in part, by financial limitations, is confident that, as the financial situation improves, additional funds can be devoted, in particular, to the development of secondary and technical education.

The Council expresses its appreciation to UNESCO for its continuing assistance to the Territory and to the ILO for its assistance in the field of vocational training.

SCHOOLS

253. A distinction continues to be made between Italian and Somali schools. The former, attended principally by Italian children, offer the metropolitan curriculum, while the latter have been adapted to the particular requirements of the population of the Territory. Out of 1,133 children who were enrolled in Italian kindergartens and primary schools in 1957-1958, 606 were Somalis. The Advisory Council reported that in the Italian secondary schools the number of Somali students in 1957-1958 was fourteen, against twenty-one in 1956-1957.

254. As reported by the Administering Authority, the number of government primary schools increased from 117 in 1956 to 139 in 1957-1958. The same buildings are used both for day (children) classes and night (adult) classes. It is proposed to build ten more schools in 1958-1959. The only government secondary school in the Territory is in Mogadiscio.

255. There are also in the Territory various private schools, both primary and secondary. Private schools do not receive subsidies from the Government, nor do they have to follow government curricula. They are run

by political organizations, religious missions, Indian or Pakistani associations. The Government of the United Arab Republic has provided assistance in establishing several national model schools in different parts of the Territory.

STUDENTS

256. The school-age population was estimated by UNESCO in 1957 at 225,000 children between five and twelve years of age. The 1957 Visiting Mission noted that the enrolment of children in schools was low, being 12,557 in 1956-1957, whereas the target of the five-year plan had been 22,080. The number of adults enrolled in the schools was 14,925, while those actually attending classes were 8,023. With reference to the secondary and vocational school systems, the UNESCO report noted that, while enrolment in the upper middle school was still very low in 1956-1957, vocational training was attracting a growing number of pupils.

257. The enrolment figures for the school year 1957-1958, together with those for 1956-1957, were as follows:

A. Primary schools

	1956-1957	1957-1958
<i>Day schools</i>		
Italians	470	527
Somalis	11,991	14,389
Indians and Pakistanis.....	101	78
TOTAL	12,562	14,994

Adult evening courses

Somalis	14,915	17,737
Indians and Pakistanis.....	9	2
Eurafricans	1	2
TOTAL	14,925	17,741

B. Secondary schools

	1956-1957		1957-1958
	enrolled	attending	enrolled
Somali intermediate school.....	128	105	189
Somali high school.....	31	24	57
Italian intermediate school.....	110	110	81
Classical Lyceum (Italian).....	18	17	7
Scientific Lyceum (Italian).....	98	91	89
TOTAL	385	347	423

C. Vocational and special schools

	1956-1957		1957-1958
	enrolled	attending	enrolled
Teacher-training School	98	96	33
School of Islamic Discipline.....	234	230	147
School of Domestic Economy.....	55	38	62
School of Public Administration....	96	88	89
Technical School	127	123	194
Agricultural School	56	53	60
Commercial School (Italian).....	177	170	261
Maritime and Fisheries School.....	157	71	93
TOTAL	1,000	869	939

D. Higher education

	1956-1957	1957-1958
<i>The Higher Institute of Legal and Economic Studies</i>		
Italians	3	4
Somalis	180	58
TOTAL	183	62

⁸ T/1334.

The Advisory Council stated that female enrolment in primary education was as follows:

	<i>Children</i>		<i>Adults</i>	
	1956-1957	1957-1958	1956-1957	1957-1958
Somali primary schools	2,379	3,066	1,233	1,802
Italian primary schools	238	232	—	—

Fifteen girls were enrolled in secondary schools in 1957-1958. The Advisory Council expressed the belief that greater efforts needed to be made to encourage more girls and women to attend primary, secondary, vocational and professional schools.

TEACHERS

258. In the past, the Council has recommended the urgent expansion of the teacher-training programme, and urged that every possible effort be made to ensure the recruitment of an adequate number of suitable Somalis. In 1957, ninety-three instructors received their diplomas. The Administering Authority considered that, by 1960, there would be about 290 fully qualified Somali teachers as well as about 190 assistant teachers.

259. The Advisory Council noted that the trend towards Somalization of the teaching staff was very encouraging at the primary level, inasmuch as in 1956-1957 there were 320 Somali and 196 Italian teachers in primary schools, while in 1957-1958 there were 402 Somali and 117 Italian teachers. However, this satisfactory trend was offset by the great drop in the enrolment in the Teacher Training School. In secondary education, there were eighteen Somali and sixty-seven Italian teachers in 1957-1958, as compared with nine Somali and sixty-six Italian teachers in the previous year. The Administering Authority informed the Council that five Italian instructors had been recruited to teach at the Industrial School.

260. There are now eight professors from the United Arab Republic teaching at the School of Islamic Discipline. The number of Somalis teaching Arabic has increased during the year.

VOCATIONAL TRAINING

261. There is a healthy eagerness on the part of the Somalis to acquire skills in trades and become technical workers. The 1957 Visiting Mission stated that the Technical School offers a three-year programme in specialized training such as carpentry, construction, mechanics, electricity and radio electronics. The school was expanded and new equipment was installed in 1957 with the collaboration of the ILO. The ILO has also provided an expert to reorganize the school in terms both of equipment and curriculum and to organize courses for adults and for the operation and maintenance of farm tractors. In view of the new demands which will arise for technicians and artisans as the economy is developed, the Mission considered that greater efforts were required in this field.

HIGHER EDUCATION

262. At its twentieth session, the Council welcomed the incorporation of the School of Public Administration in the Higher Institute of Law and Economics and expressed the hope that the scholarship scheme introduced by the Administering Authority and the assistance provided by other States would enable an increasing number of Somalis to acquire the skills and knowledge which are needed by the Territory.

263. The Higher Institute of Legal and Economic Studies enjoys the status of an autonomous public body. Instruction is given in the evening only, as most students are government employees. In the school year 1957-1958, four Italian university professors and six magistrates and government officials taught in the Institute.

264. In 1957, seven students received their diplomas from the Institute and were admitted to the University of Rome. Sixty-eight Somalis were pursuing university studies in Italy in 1957-1958. The 1957 Visiting Mission was informed that by 1960 twenty-seven Somalis would probably receive university degrees in Italy. There is also an undetermined number of Somali students in other countries.

265. The Advisory Council, in its report, expressed the hope that preparations would be made in the near future to train the requisite corps of diplomats and personnel for foreign service and external affairs which will be needed after the country becomes independent.

FUNDAMENTAL EDUCATION

266. The Administering Authority, in its report, informed the Council that the Fundamental Education Centre at Dinsor had continued its activities in the fields of agriculture, craftsmanship, domestic economy and general education. The Centre was established under the UNESCO Fundamental Education Project, which was initiated in 1954 in order to train Somali staff with a view to establishing community centres in different parts of the Territory. The 1957 Visiting Mission noted that the experiment had yielded successful results and was highly suited to the circumstances of the Territory. It hoped that, without prejudicing the development of elementary education, it would be possible to establish similar centres elsewhere in the Territory.

267. The Advisory Council stated that the UNESCO expert had proposed that the Project should now be included among the normal educational activities of the Somali Government, now that Somali supervisory personnel had been trained to take over. A new centre at Mobilen has been started. It will use the equipment of the Nomad Education Project which, not having met with success, has been suspended for the time being.

DEVELOPMENT OF THE SOMALI LANGUAGE

268. The Administering Authority stated in its report for 1957 that Italian and Arabic continued to be the languages of instruction. It reiterated the view that concrete results in either primary or fundamental education could hardly be expected unless the use of the mother tongue is introduced into the schools.

269. The 1957 Visiting Mission, in its report, considered that the question of the Somali language was more of political than of technical importance and that it was up to the Somalis themselves to settle this matter. The Mission noted that the Somali Youth League had decided at its 1957 Congress that the adoption of the Somali language as a national written language was indispensable and that the party had recommended that the Legislative Assembly and the Government consider ways and means of solving the problem. On the other hand, the more traditionally oriented groups and religious leaders, as well as certain political parties, had expressed the view that Arabic should be considered the official language of the Territory. It was argued, *inter alia*, that there were different dialects of Somali

and that it would be unfair if one of these were forced on the entire population. The Mission concluded by stressing the urgency of a rapid solution to the problem.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

270. The representative of Haiti expressed the hope that every effort would be made to stimulate the interest of young people in teaching. He welcomed the increase in the number of teaching personnel in technical schools, and was pleased to note that difficulties in the payment of the Somali Government's share had been finally overcome.

271. The representative of New Zealand was satisfied that satisfactory progress had been maintained and expressed the hope that, with the assistance of international experts and technicians, the Government would be able to achieve its future goals.

272. The representative of Guatemala felt that the number of children attending school showed that there had not been sufficient progress in primary education.

273. The representative of Australia felt that, despite the financial limitations and the extraordinary problems of a physical and social nature, the efforts of the Administering Authority and of the specialized agencies in the educational field could be commended. He further welcomed the intention of the Somali Government to attempt to consolidate the gains achieved in the past few years of trusteeship.

274. The representative of France observed that the great majority of children were not attending secondary school because of the lack of schools and stressed the urgent need for primary schools in rural areas and secondary schools in various centres of the Territory.

He also observed that the problem of the language needed prompt solution.

275. The representative of the USSR stated that the Administration's neglect of secondary education in the Territory appeared all the more flagrant in view of the urgent need for qualified personnel as the Territory approached independence.

276. He noted the assistance given by the United Arab Republic in the field of education and he felt that the Territory could avail itself of the assistance offered by other Member States. The main effort should be devoted to the expansion of secondary education. He welcomed the fact that the Somali Government had taken over the conduct of national education in the Territory. In view of the difficulties in expanding education, he expressed the hope that the Administering Authority should increase its assistance to the Government in the time that remained.

277. The Minister for Economic Affairs of the Government of Somalia, speaking as the representative of Italy, stated that his Government appreciated the suggestions put forward concerning the impulse to be given to primary, secondary and higher education and he assured the Council that these suggestions would be taken into account when the new plans were drawn up.

278. The representative of Italy stated that the problem of education was being kept under continuous consideration. Present facilities in the Territory were capable of receiving a greater number of pupils and the problem was mainly one of inducing more pupils to register in and attend school. He added that the number of school age children which could really be reached at the present time was only 60,000. There had been a continuous increase in enrolment. The discouraging results of the experiment in the education of nomads would give the Government of Somalia an indication as to how to proceed in the future.

Chapter II

WESTERN SAMOA

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

1. The Territory of Western Samoa comprises the two large islands of Savai'i and Upolu, the small islands of Manono and Apolima, and several islets lying off the coasts. The total land area is approximately 1,130 square miles. According to the last census taken in September 1956, the population of the Territory was 97,327. Of these, 91,833 were Samoans and 5,429 persons were of European status. Of the total population, 70,429 live in Upolu and 26,898 in Savai'i.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

2. In 1956, following a constitutional Convention held in 1954, agreement was reached between the Government of New Zealand and the Legislative Assembly and the *Fono of Faipule*, sitting in joint session, on proposals for constitutional developments designed to bring about by successive stages a system of government by a Cabinet of Ministers responsible to the legislature.¹ According to these proposals, full cabinet government would be reached through three distinctive steps. First, a member system of government would be introduced with the elected members of the Executive Council, as well as official members, having full status as members responsible for departments which may be allotted to them. The High Commissioner and the *Fautua* would attend, as they had done before, and the High Commissioner would preside. The High Commissioner and the *Fautua* would continue to be members of the legislature and the *Fautua* of its standing committees. Second, ministerial government would be established with the Executive Council functioning as a Council of Ministers. The High Commissioner and the *Fautua* would, however, cease to be members of the Legislature, which would be presided over by a Speaker elected by the House, and be led by a leader of government business. Third, cabinet government would be introduced with a Premier presiding over the Council of Ministers and leading the business of the legislature. The High Commissioner and the *Fautua* would no longer attend meetings of the Council of Ministers, which thus would become a Cabinet. The Administering Authority hoped that the new government proposed under the first and

second steps would measure up to its responsibilities sufficiently to enable the third step to be taken in 1960.

3. The proposals further envisaged the creation of a new and enlarged legislature to replace the old Legislative Assembly composed of the *Fautua*, twelve Samoan members, five European members and six official members and the advisory *Fono of Faipule* of forty-one Samoan members.

4. By the inauguration in September 1956 of the member system, when executive responsibility for the administration of the departments of the government passed to those elected members of the Legislative Assembly who sit in the Executive Council, the first step was taken towards development along these lines. At the same time, the law was amended to provide that the High Commissioner should consult with and accept the advice of the Executive Council in all but a few specified cases. The Council itself was strengthened by the addition of two members, one Samoan and one European. Four Samoan members of the Council, appointed by the High Commissioner from among the Samoan elected members of the Legislative Assembly, assumed responsibility for the Departments of Agriculture, of Lands, of Education and of Health, respectively.

5. At its twentieth session, the Council noted with satisfaction the constitutional advances which took place in the Territory in 1956 and commended the Administering Authority and the Samoan people for the harmonious manner in which they were co-operating toward the implementation of the constitutional reforms in the Territory.

6. The Administering Authority reports that in 1957 Western Samoa continued to progress towards self-government. The Samoan Amendment Act 1957, passed by the New Zealand Parliament on 11 October 1957, redefined the functions of the High Commissioner, redefined and enlarged the membership of the Executive Council, provided for the appointment of a leader of government business, reconstituted the Legislative Assembly with a reduced official membership and a greatly elected Samoan membership, provided for a Speaker and a Deputy Speaker to be elected by the Assembly, redefined the privileges of the Assembly and its power to make ordinances, and abolished the *Fono of Faipule*. The Act further provided that members of the Executive Council (other than the High Commissioner and *Fautua*) should be designated Ministers. The High Commissioner is required to consult with the Executive Council in the exercise of his powers and to act in accordance with the advice of the Executive Council in any matter in which he is obliged to consult with it, with the exception of: matters relating to defence, external affairs or to the title of New Zealand Government land; the prorogation and dissolution of the Legislature, allocation of portfolios to Ministers, assent to Bills; various other reserved powers; unimportant matters, in the judgement of the High Commissioner, too unimportant to require the

¹ For further details see the report of the Council, *Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170)*, pp. 262-266.

advice of the Executive Council; and urgent matters (in such a case, however, he shall, as soon as practicable, communicate to the Council the measures that he has adopted, with reasons therefor).

7. The Executive Council now consists of a High Commissioner as President, the *Fautua*, the official members for the time being of the Legislative Assembly (at present the Attorney-General and the Financial Secretary); five Ministers appointed by the High Commissioner from among the Samoan elected members of the Legislative Assembly on the nomination of those members, and two Ministers appointed by the High Commissioner from among the European elected members of the Assembly. All members of the Council, with the exception of the High Commissioner and the two *Fautua*, hold portfolios allocated by the High Commissioner.

8. At the twenty-second session, the special representative of the Administering Authority stated that it was intended to remove differences between the present ministerial system and that of a fully operative system of cabinet government at the end of 1960, after the election of the Assembly set down for November of that year and following upon the nomination and appointment of a Prime Minister and Ministers.

9. The 1957 Amendment Act reconstituted the membership of the Assembly as follows: (a) forty-one Samoan elected members representing single member constituencies elected for a period of three years; (b) five European elected members elected for a period of three years; (c) not more than three official members to hold office during the High Commissioner's pleasure.

10. Elections for this new Legislative Assembly took place on 15 November 1957 with separate rolls for Samoan and European electors established under 1957 regulations.² At the same time, the *Fono of Faipule* was abolished. A formal session was held immediately after the elections for the purpose of electing a Speaker and nominating Ministers for appointment by the High Commissioner. Early in 1958, a Leader of Government Business was appointed on nomination by the Legislative Assembly. Thus, the number of official members of the Legislative Assembly was reduced to two.

11. At the twenty-second session, the special representative reported that during the last six months the new Legislative Assembly had held a series of meetings to consider the financial situation of the Territory, the budget and estimates for 1958 and two Bills, namely a Customs Amendment Bill and a Financial Powers Bill.

12. According to the annual report, the Samoa Amendment Act, 1947, and subsequent amendments gave the Legislative Assembly extensive legislative powers over domestic matters within the Territory. It has full financial authority and its power to make laws is limited only by the provision, first, that it may not legislate with reference to defence, external affairs, or Crown land other than that held in right of the Government of Western Samoa, and secondly, it may not pass any legislation repugnant to certain reserved enactments. These enactments comprise mainly the "constitutional" parts of the Samoa Act 1921 and its amendments and the regulations relating to the appointment of the *Fautua* and the election of members of the Assembly itself. The 1957 Act provides that the Assembly may not legislate repugnantly to the provisions of the Trusteeship Agree-

ment, nor may it make ordinances which discriminate on grounds of race, save ordinances restricting or prohibiting persons other than Samoans from acquiring any interest in Samoan land. Any member of the Assembly may initiate legislation but financial measures may be passed only upon the recommendation or with the consent of the High Commissioner.

13. At its twentieth session, the Council reiterated the hope that the Administering Authority would find it possible progressively to remove most of the reserved subjects and enactments so as to enlarge the competence of the legislature.

14. In this connexion, the Administering Authority reports that the passage of the 1957 Samoa Amendment Act afforded the occasion for a further rearrangement of, and reduction in, reserved legislation which is concerned with basic constitutional matters or with defence and external affairs. It repeated its intention of keeping the number and content of reserved enactments constantly under review.

15. Under the provisions of the 1957 Act, the Council of State, which is composed of the High Commissioner and the two *Fautua*, is consulted by the High Commissioner in the exercise of those powers about which he is not bound to consult the Executive Council, other than those he exercises as representative of New Zealand.

16. In its annual report, the Administering Authority states that under the constitutional proposals there remained only two major changes to be made in the governmental structure of the Territory before complete self-government is achieved. The first, which it was hoped would take place towards the end of 1960, was the withdrawal from the Executive Council of the High Commissioner and the replacement of the projected Leader of Government Business by a Premier who would preside over his own Cabinet. At a later stage, when the future relationship between New Zealand and Western Samoa was defined, the *Fautua* would assume the position of Joint Heads of State and the office of High Commissioner as a part of the Government would be abolished and a New Zealand representative of lesser status and powers appointed.

17. At the twenty-second session of the Trusteeship Council, the Administering Authority presented a memorandum³ in which it drew attention to the progress which had been made in the implementation of the agreed programme of constitutional development and advised the Council that, taking into account the present rate of development and following consultation with the Government of Western Samoa, it had come to the conclusion that within the next few years the appropriate organs of the United Nations must be asked to give consideration to the termination of the Trusteeship Agreement. It suggested that the visit to Pacific Trust Territories in 1959 of a visiting mission of the Council could afford an excellent opportunity for examining thoroughly all matters which would have to be taken into account when the question of terminating the Trusteeship Agreement was considered and for gaining first-hand information concerning the wishes of the people of Western Samoa. Such a task might best be carried out by a separate mission with special terms of reference enabling it to make an extensive study of the problems, potentialities and political aspirations of the Territory and to put forward its own suggestions

² For details concerning the right to vote and the method of conducting these elections, see the section on development of universal adult suffrage and direct elections, below.

³ T/1387.

concerning the lines which future Samoan developments might follow if the Territory were to achieve the objectives of the Trusteeship System at the earliest possible date.

18. At the twenty-second session, the special representative reported that in May 1958 the new Minister of Island Territories had visited the Territory and discussed with members of the Executive Council and the Legislative Assembly problems facing the Territory. The special representative reported that the Minister had been reassured that the people of Samoa still held the same views as those expressed by the Constitutional Convention in 1954 regarding the desire for self-government under the protection of New Zealand.

19. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes that, in accordance with the Samoa Amendment Act, 1957, the elected membership of the Legislative Assembly has been increased to forty-six and the official membership reduced to three, the High Commissioner has withdrawn from the Presidency of the Assembly and has been replaced by an elected Speaker, the Fautua have also ceased to be members and a Leader of Government Business has been appointed upon nomination by the Assembly. The Council further notes that the Fono of Faivule was abolished with the election of a new Legislative Assembly on 15 November 1957.

Noting that the Samoa Amendment Act, 1957 provides for single member Samoan constituencies and empowers the Legislative Assembly to establish four additional Samoan constituencies, the Council expresses the hope that the Assembly will take early advantage of this provision.

Recalling that under the provisions of the Samoa Amendment Act, 1957, the representation of Samoans and Europeans is somewhat uneven, the Council notes that the composition of the present Assembly derives from the Constitutional Convention of 1954 and is confident that the Administering Authority will take into account the wishes of the inhabitants in regard to provisions concerning representation in the constitutional arrangements for the future.

Noting that the Amendment Act of 1957 further rearranges and reduces the reserved powers and enactments which are excluded from the competence of the Legislative Assembly, the Council observes that the Act reserves to the Administering Authority powers in regard to defence, external affairs and the enactments listed in the second schedule of the Act, and suggests that the Administering Authority should keep under review the number and content of the reserved enactments with a view to the eventual transfer to the Legislative Assembly of full powers to determine all questions relating to the life of the Territory. Noting further that the full scope of the reserved powers and enactments is not clear, the Council recommends that the Administering Authority should prepare an explanatory list of these reservations for dissemination in the Territory.

The Council notes that, in accordance with the Samoa Amendment Act, 1957, a ministerial system of government has been established consisting of the High Commissioner, the Fautua, two official members, namely the Financial Secretary and the Attorney-General, and five Ministers who are appointed by the High Commissioner from among the elected members of the Legislative Assembly on the nomination of that body.

Noting that the regulations contain a provision whereby a departmental head may, in the case of disagreement with his Minister, present his views through the Minister to the High Commissioner for a decision, the Council learns that no such disagreement has arisen, and expresses the hope that in the day-to-day conduct of administration in the field of transferred subjects, such disagreement as may arise will be resolved by the High Commissioner through discussion in the Executive Council.

Noting that the Executive Council as at present constituted includes the High Commissioner, the Fautua and two officials, the Council observes that not later than the end of 1960 upon the appointment of a Prime Minister from among the elected members of the legislature and the withdrawal of the High Commissioner and the Fautua from the Executive Council, a system of full cabinet government responsible to the legislature will be in operation.

LOCAL GOVERNMENT

20. The only local government bodies in the Territory which are recognized by law are the Aleisa Council, in the Apia area, and the Apia Park Board. In the rural areas there exists a traditional form of local government based upon the matai system, and carried out through village fonos, and, where and when necessary, meetings at the district level. The Administering Authority reports that, although the Territorial Government has consistently endeavoured to promote the growth of local government authorities and in 1954 a District and Village Government Board was formed to investigate proposals for the establishment of such bodies, there is no present indication of any real desire among the people for anything other than their traditional system. Towards the end of 1956, administrative districts, based mainly on the geographical regions of the Territory, were established, primarily to co-ordinate the operations of government departments in the outer districts. The Administering Authority believes that the experience gained in the administration of these districts should indicate the extent to which public opinion is prepared for the formation of regional or district councils. At its twentieth session, the Trusteeship Council had expressed the hope that these administrative districts would soon provide a basis for the early establishment of district councils. In its report for 1957, the Administering Authority reported that during the year, by-laws for five local government boards had been prepared and movements to set up district councils in three other districts had made good progress.

21. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council recommends that the Administering Authority and the Territorial Government should take more energetic action in the reform of local government so that progress in this field of development may be well advanced by the time the Territory achieves self-government.

CONSULTATION WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

22. As has been indicated above and in previous reports of the Trusteeship Council, the present constitutional programme, is based upon the recommendations of the Constitutional Convention held in 1954 and on

subsequent proposals by the Administering Authority which were discussed and accepted by a joint session of the Legislative Assembly and *Fono of Faipule*.

STATUS OF THE INHABITANTS

23. There has been no change in regard to the question of the domestic status of the inhabitants and the situation remains as described in the previous report of the Trusteeship Council.⁴

24. At its twentieth session, the Council had expressed the hope that the new Legislative Assembly would be able to find a solution to the question of a common domestic status for the inhabitants, as distinct from citizenship, in the near future. In its annual report for 1957, the Administering Authority stated that the Samoan Status Committee had not yet fully studied the differences at present embodied in law between Samoans and Europeans. The problem was, however, receiving close legal study and it was likely that some statutory differences would be repealed during 1958.

25. At the twenty-second session, the special representative reported that although the Samoa Status Committee had not actually had formal meetings for some time, the whole question of common citizenship and common status had recently been studied in the Council of State. It was his opinion that there could not be a completely common domestic status in the foreseeable future. As long as there were differences in the electoral rights of persons of European status and persons of Samoan status, and as long as it was necessary to make special land laws applicable to Samoan lands, it would be necessary to have dual status within the Territory.

26. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting with interest that the representative Samoan Status Committee established in 1955 has recommended that legislation be introduced to provide for acquisition of Samoan citizenship on the basis of birth, descent, naturalization, and registration, recalls the policy statement made by the Prime Minister of New Zealand in 1953 embodying the ideal of developing "a united population comprising all Samoan citizens regardless of race", and expresses the hope that in the near future a citizenship of Western Samoa will be established.

The Council takes note of the opinion of the Administering Authority that the abolition of the dual domestic status of the inhabitants of the Territory is drawing slowly closer as their political and economic education progresses. The Council understands that many of the legal differences are now of little consequence and might well be abolished. Noting however the present desire of the Samoan people to retain the separate provisions regarding land and electoral rights, the Council trusts that this question will continue to be given the most careful consideration with a view to the total abolition of all differences in domestic status. The Council reiterates its hope that the Legislative Assembly will be able to find a solution to this question.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

27. The Samoan Amendment Act, 1957, which established the new Legislative Assembly, also introduced

⁴ See Official Records of the General Assembly, Twelfth Session, Supplement No. 4 (A/3595), pp. 161-162.

changes in the system of suffrage in the Territory. Under the previous system of elections, although the European members of the legislature were chosen by universal adult suffrage with secret ballot, the Samoan members were elected by the *Fono of Faipule*, the members of which were chosen, usually without ballot, by the *matai* of the traditional districts.

28. Suffrage in the Territory is determined by section 23 of the Samoa Amendment Act, 1957, and the Western Samoa Legislative Assembly Regulations 1957. Under the Regulations, suffrage is universal for persons of European status over the age of twenty-one years who have resided continuously in Western Samoa for at least one year immediately preceding the claim for enrolment. Any qualified person may register by applying to the Registrar of Electors, who enters the applicant's name on the electoral roll. There were 1,437 persons of European status on the 1957 rolls, of whom 1,134 actually voted.

29. Suffrage for Samoans is limited to *matai* (title-holders as heads of traditional Samoan families). The electoral roll for the forty-one Samoan constituencies is compiled from the register of *matai*. Although an elector may appear on the register of *matai* several times holding more than one title, he is entitled to vote only once. There were 5,030 *matai* on the 1957 election rolls.

30. In any Samoan constituency, if only one person qualified for election is nominated, or if any person for election is nominated by an absolute majority of the electors of the constituency, he shall be deemed to be elected. If more than one nomination is made and there is no absolute majority, the members, as in the case of the European members, are elected by secret ballot.

31. In the 1957 elections, twenty-five Samoan members were nominated unopposed and six by an absolute majority of the *matai* in their respective constituencies. In the remaining ten constituencies, in which ballots were required, the number of valid votes cast ranged from 60 to 161.

32. Twenty-eight of the successful Samoan candidates were neither members of the previous Assembly nor of the former *Fono of Faipule* and only six sitting members of the Assembly (two of whom were European representatives) and nine sitting members of the *Fono* were returned.

33. The Administering Authority states that the provisions for Samoan suffrage are in accordance with the recommendations of the Constitutional Convention, and it is believed to express the present wishes of the majority of Samoans. The Administering Authority, while continuing to point out the desirability of working towards a more liberal suffrage, does not intend to force such a suffrage upon the people of the Territory against their wishes.

34. At its twentieth session, the Council reiterated its hope, which was shared by the Administering Authority, that the Samoan people will come to accept as soon as possible adult suffrage for the whole Territory and it noted that the possibility of making legal provision for this is the subject of discussion between the Administering Authority and the Samoan leaders.

35. The Administering Authority reports that in order to preserve flexibility and to permit more easily a liberalization of the franchise whenever the Samoan people desire, the detailed provisions relating to Samoan suffrage were laid down not by statute, but by regulation. While some Samoan candidates in the 1957

elections appeared to favour an extension of the franchise, the weight of evidence indicates that public opinion still supports *matai* suffrage.

36. At its twenty-second session, the Council adopted the following conclusions and recommendations:

Noting that the present system of Samoan suffrage is in accordance with the recommendations of the Constitutional Convention of 1954, and having heard the detailed explanations given by the Honourable Tamasese, Fautua, in particular that the matais are the representatives of the people freely chosen in accordance with Samoan custom and that the Samoan social system is susceptible of adaptation to changing conditions, the Council, while recognizing the desirability of working toward universal adult suffrage, hopes that the Samoans may feel able to adopt this system in due course, but considers that such a system of suffrage should not be imposed upon the people of the Territory against their wishes.

TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

37. The Western Samoa Public Service and its development since its establishment as a separate service was described in the report of the Council to the eleventh session of the General Assembly.⁵ During 1957, there were no changes in its essential structure and features.

38. At its twentieth session, the Council noted with satisfaction that, during the year under review, Samoan participation in positions of responsibility had increased and that the ratio of Samoans in senior positions would increase progressively as large numbers of younger persons who had had the benefit of higher education in New Zealand and elsewhere gained experience in the Public Service. It considered, however, that further efforts should be made by the Administering Authority to accelerate the training of Samoans for senior positions, and recommended to the Administering Authority that it consider increasing the number of Samoans to be sent to New Zealand to gain administrative experience.

39. The Administering Authority reports that in 1957 a Samoan administrative officer took over many of the duties of the European Resident Commissioner, Savai'i, when the latter retired. Arrangements were made during the year for two police officers and two senior officers of the Fire Department to go to New Zealand for training. By the end of the year, however, reductions and reorganization of staff (brought about by the Territory's budgetary difficulties) hindered, at least temporarily, the planning of further such training. During 1957, the Staff Training Officer appointed to the office of Public Service Commissioner in late 1956 reviewed the training needs of the Service, held two courses in management, and exercised general supervision over training in the separate department of government.

40. At the twenty-second session, the special representative stated that the Minister for Island Territories during his visit to the Territory in May 1958 had agreed that the Samoan Public Service should be under the more direct control of the Territorial Government. The Minister had propounded a scheme whereby, if possible, an expert from the New Zealand Public Service Commission could assist the Samoan Public Service Commissioner in the proposed review of service salary scales

and other matters. He would also assist in the training of a suitable Samoan nominee who would, at a convenient time, be sent to New Zealand for intensive experience in Public Service Commission work there. This scheme would expedite the appointment of a suitable local person as a Public Service Commissioner to meet Samoan demands.

41. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting that, of the total strength of 1,300 civil servants, eighty are overseas officers and moreover that a few senior positions are now held by local personnel, hopes that a comprehensive and intensive training programme will produce an increasing number of local personnel who could assume the principal administrative and technical functions in the Territory. The Council expresses its confidence that it will soon be possible to appoint a suitable Samoan as the Public Service Commissioner.

The Council believes that the legislative and executive organs of the Territorial Government should have the ultimate control over matters pertaining to the Public Service, including the recruitment and dismissal of civil servants and their conditions of service, subject to the usual guarantees of the rights of public servants.

Observations of members of the Trusteeship Council representing their individual opinions only

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

42. The representative of Belgium said that the programme of constitutional development was being implemented very satisfactorily and was resulting in a progressive assumption of governmental powers by the Samoans. In his opinion, there were certain functions which must continue to be exercised by the Administering Authority until the termination of the trusteeship. He also thought that the Council should pay tribute to the liberalism and wisdom of the Administering Authority in setting up democratic institutions while respecting as much as possible the traditional Samoan political structure.

43. The representative of China observed that the remarkable constitutional advances of 1956 had been continued during the year under review. He noted with satisfaction that the member system of government continued a function well. It seemed to him, however, that the regulation permitting a department head who disagreed with the instructions of his Minister to appeal to the High Commissioner was incompatible with the principle of cabinet government towards which the membership system was leading. With regard to local government, he expressed concern that there was still no real desire among the people for anything other than their traditional system. He hoped that the appointment of a Minister in charge of Local Government would help to bring about a decision concerning the future structure of local government.

44. The representative of Italy observed that the Territory had made considerable progress, especially in the political field. He noted with satisfaction that the New Zealand Government had made available the services of a highly qualified expert in constitutional law and that the Samoans would also appoint an expert. He expressed confidence that the question of the future relations between Western Samoa and New Zealand would be fully discussed with Samoan representatives and that

⁵ Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170), pp. 268-270.

it would be possible to establish a relationship which would be in full accord with the interests of the Samoan people.

45. The representative of Burma was happy to note that spectacular constitutional advances had again been made since 1956. He noted, however, that many powers still remained vested in the High Commissioner and he believed that, as the proposed target date for self-government was not very far off, these reserved powers and also the number of reserved enactments should be progressively and substantially reduced so as to increase the competence of the legislature. He also believed that a more equitable system of representation in the legislature, based on territorial area and population, should soon be introduced. Finally, he noted with satisfaction that the District and Village Government Board continued to meet during 1957, that its work resulted in the preparation of by-laws for five local Government Boards, and that good progress had been made in the setting up of District Councils in three other districts.

46. The representative of the United States of America congratulated both the Administering Authority and the Samoan people for their determined efforts in recent years to bring about successful constitutional advances towards self-government or independence.

47. The representative of the United Kingdom was glad to note that the programme of constitutional advancement was proceeding smoothly. He believed that both the Administering Authority and the Samoan people should be congratulated on the important developments accomplished since 1956.

48. The representative of the United Arab Republic said that when the time came for the Territory to attain self-government it would be entirely up to the Samoan people to choose freely the system of government they would like to have.

49. The representative of Haiti commended the Administering Authority for developing a system of government which was in conformity with the traditions of the Samoan people. Pointing out that the constitutional questions which still remained to be decided were of the utmost importance, he expressed his confidence that satisfactory solutions would be achieved thanks to the wisdom of the Samoan people and the goodwill of the Administering Authority.

50. The representative of Guatemala said that progress in constitutional development had been made according to the proposals agreed upon in 1956 between the Administering Authority and Samoan representatives. He noted, however, that under the 1957 Amendment Act, there were still a number of reserved enactments, that the Government of New Zealand and the High Commissioner still retained important powers and also that department heads—many of them imported officers—who disagreed with the instructions given by their Ministers could appeal to the High Commissioner. He was aware that the present stage constituted a step in the development of the Territory but felt nevertheless that the Administering Authority should proceed to the gradual but rapid elimination of all restrictions incompatible with the final political objectives of trusteeship and in particular it should eliminate the above-mentioned provision and give the Ministers full authority so as to enable them to gain experience in their posts.

51. The representative of France congratulated the Administering Authority on the scope of the political changes which had taken place since 1956. He noted that with the enactment of the 1957 Amendment Act, the

Samoans had achieved almost complete control over the affairs of the Territory and that it was hoped to take the final step towards self-government in 1960.

52. The representative of India noted with appreciation the political developments since 1956. He recognized that there were still certain shortcomings inherent in a transitional phase of development. He suggested that Europeans and Samoans should be given equal proportional representation as soon as possible and that some of the safeguards which were likely to hamper the growth of ministerial responsibility should be removed, specifically, the practice of permitting departmental officials to refer to the High Commissioner matters of policy on which they disagreed with their Ministers.

53. The representative of Australia noted that constitutional progress in Western Samoa had already reached a stage where the representatives of the Samoan people now in practice exercised almost complete control over, and responsibility for, the internal affairs of the Territory.

54. The representative of the Union of Soviet Socialist Republics observed that although two of the three proposed stages of reform had now been carried out, real authority in the Territory was still vested in the New Zealand Minister of Island Territories and in the High Commissioner, who was under the Minister's authority. The rights of the Legislative Assembly were still very limited. Its powers did not include matters relating to defence or external affairs or to lands held by the New Zealand Government; they also excluded all questions falling under the so-called reserved enactments of New Zealand bodies in respect of Western Samoa. One list of such reserved enactments filled more than a printed page. The High Commissioner was under no obligation to consult the Executive Council on many questions relating to important aspects of life in the Territory. The posts of Minister of Finance, Attorney General and Chief Judge were still held by New Zealand officials. Samoan ministers might at any time be removed from office by the High Commissioner, and their instructions could be ignored by New Zealand officials holding senior posts in the ministries. Administration officials were still taking office in both the Legislative Assembly and the Executive Council, and the representation of the European population in those organs was disproportionately large. It was proposed to introduce the third stage of the reform in 1960; but the extent to which it would change the character of the territory's administration remained obscure. The Administering Authority had not stated how far the powers of the Legislative Assembly would be enlarged in 1960 or whether the right to appoint, dismiss and determine the conditions of service of civil servants would be transferred to Samoans. Moreover, there was no information as to when the posts of Attorney General, Minister of Finance and Chief Judge would be given to Samoans, when the restrictions placed on the powers of the executive and legislative organs would be abolished and when the Territory would be given the power to deal independently with questions relating to currency and foreign trade. All those powers should be transferred to the Samoans as soon as possible. The reserved enactments, which limited the rights of the Legislative Assembly and the Executive Council, should be abolished at the very earliest possible date, and the executive and legislative organs of Western Samoa should be given full power to decide freely all matters relating to the life of the Territory. Accordingly, he considered that the Administering Authority's proposal for

the despatch of a special visiting mission to study questions connected with the termination of the Trusteeship Agreement was an attempt to raise the question of terminating the Agreement before the basic objective of trusteeship, namely, the granting of independence to the Samoans, had been attained. Neither the members of the mission nor the members of the Legislative Assembly would have enough time to study fully such proposals as the Administering Authority might make. The Administering Authority should carry out its promise to grant full self-government to the Samoans in 1960, and should not try to establish a protectorate over Western Samoa. Only under conditions of freedom, when the Samoans had been liberated from foreign rule, would it be possible to settle the question of their future relations with New Zealand on a basis of complete equality.

55. The special representative of the Administering Authority said that it was necessary to retain certain reserved power or legal restrictions on the authority of the Samoan Government in order that the Administering Authority could continue to fulfil its functions under the Trusteeship Agreement until the final phase of constitutional development was reached. The initiative in this respect must lie with the Samoan leaders. He explained that there was no statutory right of approach by department heads to the High Commissioner, except through the responsible Minister. The right of approach through the Minister existed only because cabinet government had not yet been established and it was in the interests of stability of the Administration.

56. With reference to the proportional inequality of European and Samoan participation in the Legislative Assembly, he said that the composition of the legislature resulted from the recommendations of the Constitutional Convention of 1954 and no change in the proportion of representation was foreseen before self-government. The composition of the Executive Council had been determined by agreement with the Samoan leaders as a temporary expedient in order to obtain the most able persons available during the transitional period. The posts of Attorney-General, Financial Secretary and Chief Judge would not necessarily be filled by New Zealanders after the attainment of self-government; it was for the Government of Samoa to determine, but he believed that it was unlikely that for a considerable period there would be Samoans with the necessary qualifications.

STATUS OF THE INHABITANTS

57. The representative of China expressed concern that the Legislative Assembly had not yet given any constructive consideration to the question of a common domestic status for all the population. He was glad to note, however, that the Samoan Status Committee had recommended certain basic principles for legislation on a common citizenship and he hoped that a citizenship law would be enacted before the Territory achieved self-government or independence.

58. The representative of Burma noted with regret that there had been no change in regard to the question of the domestic status of the inhabitants. He was in agreement with the view expressed by several visiting missions to Western Samoa that a common domestic status with equal rights and obligations for all should be established. He believed that there should be no hesitation in abolishing differences, legal or others, which could be dispensed with, and hoped that there would be considerable progress in this regard before the Territory achieved self-government.

59. The representative of the United Kingdom shared the hope of the Administering Authority that the differences at present embodied in law between Samoans and Europeans might be progressively eliminated. He believed, however, that little was to be gained by continued injunctions from the Council, particularly while the Council still felt it necessary that special provisions should be made for the protection of Samoan land rights, and for elections.

60. The representative of Haiti was disturbed at the continued differences in the domestic status of the inhabitants particularly as they applied to the election of members of the Legislative Council. He hoped that all differences in regard to domestic status would be abolished by the time the Territory achieved independence.

61. The representative of Guatemala noted with satisfaction that the question of a common citizenship had presented no difficulties and that steps would be taken to enact a citizenship law. He hoped that the question of domestic status would be studied very carefully in the near future and that an acceptable formula would be found which would at least minimize the differences in the legal status of Europeans and Samoans.

62. The representative of India emphasized the necessity for action to abolish dual status as early as possible.

63. The representative of Australia noted that in the opinion of the Administering Authority there would be no difficulty about the question of common citizenship, but there could not be a completely common domestic status in the foreseeable future if only because of the need for special land laws applicable to Samoan lands.

64. The representative of the Union of Soviet Socialist Republics said that the Administering Authority's reasons for maintaining a different status for the inhabitants of different racial groups were not convincing. The rights of the indigenous inhabitants could and should be protected, but the way to do that was to enact special legislation. The existence of a dual status and the resulting limitation of the rights of the indigenous inhabitants had not protected the many lands which, under various pretexts, had been alienated from the indigenous population. As to the differences in electoral methods, it was essential to extend the franchise to all adult inhabitants of the Territory. Proof that dual status protected the rights of Europeans, not of Samoans, had been given in *Fautua* Tamasese's statement that under present conditions 90 per cent of all those enjoying European status in the Territory could acquire Samoan status and accordingly all the rights of Samoans. However, only a small number of Samoans could acquire European status.

65. The special representative of the Administering Authority pointed out that differences in domestic status would exist so long as there were legal distinctions between Samoans and Europeans relating to land and electoral rights. Whether these distinctions were to be retained could only be decided in Samoa.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

66. The representative of Belgium considered that the *matai* system of representation was a remarkable political institution which had proved its worth to the Samoans and was deeply rooted in the collective spirit of the people. Its eradication would create a dangerous vacuum in the political structure of the Territory. There was no doubt, however, that it would have to adapt

itself to modern life, but he believed that this process of adaptation was proceeding and he was confident that it would continue.

67. The representative of China observed that it was the right of the Samoan people to follow their tradition and social system in the matter of representation. He believed that as education spread in the Territory and Samoan customary land tenure evolved, the traditional *matai* system would give way to more modern democratic methods. He thought that it might be useful for the 1959 Visiting Mission to study the question whether universal suffrage should be used at least for the purpose of consulting the Samoan people when the time comes for them to decide their political future.

68. The representative of Italy believed that every country should choose its system of political organization as it saw fit and in the light of what it considered to be best adapted to its own peculiar circumstances, provided individual rights were respected. He noted that the Samoan system of representation was sufficiently flexible to permit it to evolve.

69. The representative of Burma noted with satisfaction that direct elections had been introduced as well as the system of secret ballot. He believed that if the Territory was to be developed into a true democratic state, universal adult suffrage should be introduced very soon, but this should be done only in consonance with the wishes of the people on the basis of most cordial and mutual consultation. He urged the Administering Authority to do everything, not repugnant to the wishes of the people, in order that every organ of the Territorial Government might best conform to democratic ideals and principles by the time self-government was achieved.

70. The representative of the United States of America said that it would be wrong to try to force more liberal voting rights on the Samoans against their wishes. He hoped that debate on the future of the *matai* system would not interfere with the time-table being followed for the termination of trusteeship. He attached particular importance to the assurance that the system contained sufficient flexibility to permit its modification in the future should the Samoan people so desire.

71. The representative of the United Kingdom believed that it would be unwise to attempt to force the introduction of universal suffrage, against the wishes of the Samoan people. He was confident that Samoan custom would change through a process of evolution; this process should not be stimulated unnaturally from outside. The existence of universal suffrage was not necessarily a prerequisite of democratic parliamentary government. When the time came to terminate trusteeship, the United Nations would have to consult the Samoans regarding their future constitution by a method which would be acceptable not only to the Administering Authority and the United Nations but also to the Samoan people themselves and which need not necessarily be by means of a universal adult vote. Similarly, the future constitutional arrangements would have to be acceptable to each of the three parties.

72. The representative of the United Arab Republic noted that the *matai* system of representation was the system which the people of Western Samoa desired. He believed that political institutions should be allowed to grow by evolution and he hoped that in the course of time the Samoans would adjust their system to the demands of changing times. He thought that the Council should not pronounce itself at present upon the method by which the people of Western Samoa should be con-

sulted concerning their future when the time came to terminate the trusteeship. The Council should await the findings of the visiting mission.

73. The representative of Guatemala considered that it was not for the Council nor the Administering Authority to impose on the Samoans a system of universal adult suffrage if it was not in accordance with their genuine desires. However, he considered it one of the basis of democracy and of the contemporary system of parliamentary government which was being developed in the Territory and therefore efforts should be made by all concerned to convince the Samoans of the advantages of adopting universal adult suffrage if their parliamentary régime was to function adequately. He hoped, furthermore, that the Samoan leaders would give serious consideration to the difficulties which could arise when the time came to satisfy the United Nations that the Samoan people had been duly consulted in regard to their future upon termination of the trusteeship. He believed that modification of the existing electoral system would undoubtedly be required as the parliamentary system developed and as political groups made their appearance; in this connexion, he noted that there was already a tendency to form political groupings in the Legislative Assembly, although at this stage the Samoan members seemed to follow the European groups rather than forming their own.

74. The representative of France said that the electoral system must be studied on the spot by the visiting mission. He considered that the problem must be approached without prejudice and that the deeply-rooted desires of the people must be respected. It was certain that the *matai* system would change by a process of evolution and he noted that this process had already begun.

75. The representative of India was confident that Samoan society would in its own time adapt itself to the democratic pattern of life and government. He thought it desirable that the *matai* system, which was essentially democratic, should be allowed to evolve and develop its forms of democratic practice.

76. The representative of Australia noted the view of the Administering Authority that in the special circumstances of Western Samoa, the best, most coherent and most responsible expression of the will of the Samoan people could be obtained by the use of the *matai* system.

77. The representative of the Union of Soviet Socialist Republics said that the franchise should be extended to all adult inhabitants of the Territory, and expressed the hope that the *matai* would soon desist from protesting against the grant of the franchise to all Samoans.

78. The special representative of the Administering Authority urged the Council to allow the traditional Samoan system of representation to develop and evolve in the interests of the Samoans. He stressed that an attempt to stimulate change from outside could have the effect of strengthening Samoan opposition to change.

TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

79. The representative of China noted that the New Zealand Government had proposed to assist in the review of the salary scales and also in the training of a

suitable Samoan nominee to be appointed Public Service Commissioner for Western Samoa.

80. The representative of Burma noted that there had been some progress in regard to the participation of indigenous people in the administration of the Territory. However, in view of the approaching target date for self-government, he hoped to see many more indigenous people in positions of responsibility.

81. The representative of Guatemala stressed the urgency of preparing Samoans to occupy the leading posts in the future Government. He suggested that consideration should be given to the possibility of instituting an emergency training programme, not only for civil servants but also for professional and technical personnel. In view of the financial difficulties encountered by the Samoan Government, he hoped that the Administering Authority would find ways and means of itself paying the salaries of the diminishing overseas officials which the Territory would continue to need, perhaps in the form of technical assistance.

82. The representative of India noted with satisfaction that in accordance with the wish of the Samoans the Administering Authority had offered to assist in the training in New Zealand of a suitable Samoan nominee to be appointed Public Service Commissioner for Western Samoa. He stated that he was aware that any large programme of Samoanization of the Public Service would need a good deal of assistance from the Government of New Zealand and he commended to the Administering Authority the immediate adapting of such a programme.

83. The representative of the Union of Soviet Socialist Republics pointed out that the entire machinery of the civil service of the Territory, including the senior posts in the ministries and departments, was in the hands of a New Zealand official who was under the authority of the New Zealand Minister of Island Territories. It was essential that the right to decide all questions relating to the conditions of service, appointment and dismissal of Administration employees in the Territory should be given to Samoan organs.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

84. Although there are a few small industries in the Territory, the economy is primarily agricultural. The 1956 geological survey confirmed previous reports that Western Samoa has no exploitable mineral resources. The main export crops during the year under review were copra, cocoa, bananas and a gradually increasing quantity of rubber, timber, hides, and coffee.

85. It is reported that the system of differential prices for quality introduced from 1 February 1957 was reflected in the marked increase in the quantity of first-grade copra exported. However, total production of copra, unlike other export crops, dropped from 17,156 tons in 1956 to 11,064 tons in 1957. Copra actually exported amounted to 14,325 tons valued at £806,471—about 43 per cent of the total value of the Territory's exports. During 1957, 3,069 tons of cocoa (export value £648,562) were exported—about 34 per cent of the total exports. This was about 270 tons fewer than were exported in 1956, but over 1,000 tons remained in store

at year's end awaiting shipment. In the year under review, 329,185 cases of bananas were exported at an export value of £370,316—about 19 per cent of the total exports.

86. Of some 13,000 head of cattle in the Territory during 1957, 10,500 were owned by Samoa Trust Estates Corporation. In 1957, 2,615 were slaughtered for local consumption, yielding a gross annual revenue of more than £15,690. The number of Samoan owned cattle slaughtered was negligible. In 1955, rubber production recommenced, and 1,456 lb. were produced. During the year under review, 105,336 lb. of smoked rubber were processed. In 1957, only 1,768 superficial feet of hardwood, however, were exported to New Zealand, compared to 14,069 superficial feet in 1956.

87. In May 1957, a survey team of representatives from the New Zealand Treasury, the Reserve Bank of New Zealand, and the Bank of New Zealand visited Western Samoa to examine the fiscal and banking problems of the Territory. This team agreed that the Territory's basic economic problem is to increase production, thereby providing the sources of revenue that are essential if the present social services are to be maintained and increased. A Select Committee of the Legislative Assembly was appointed to consider the report of the survey team and the Territorial Government is already endeavouring to implement the recommended policies.

88. At its twentieth session, the Council noted with satisfaction the measures taken for the economic development of the Territory, but reiterated its previous recommendation that the Administering Authority find it possible to draw up, in co-operation with representatives of the Samoan people, an over-all long-term development plan taking fully into account the outcome of the technical surveys which are at present being conducted.

89. The Administering Authority reports that although the unfortunate budgetary situation forced a curtailment midway through the year under review of several development projects, considerable progress was made with the roading programme, especially in the less developed island of Savai'i. In addition the Alaoa hydro scheme was completed.

90. The Administering Authority also reports that an important development during 1957 was the appointment in November of a Minister of Economic Development who with the assistance of other Ministers and Departmental Officers will be responsible for formulating a development plan for Western Samoa. It is stated that the budgetary situation of the last year has emphasized the desirability of a long-term plan for economic development. The various surveys of recent years have provided the first stage in the formulating of the plan which it is anticipated will be considered by the Government of Western Samoa with any appropriate assistance from the Administering Authority in 1958.

91. At its twentieth session, the Council noted that a survey had been conducted into the banking needs of the Territory. The Council expressed the hope that the Administering Authority would give encouragement to the development of a banking system geared to the needs of the Samoan people.

92. The Administering Authority reports that a proposal to establish a commercial bank is at present the subject of negotiation between the Government of Western Samoa, the Administering Authority and the Bank of New Zealand. This proposal includes the establishment of an independent or separate Samoan cur-

rency which has already been approved in principle by the Administering Authority.

93. At the twenty-second session, the special representative reported that a basic set of principles for the organization of the Bank had been drawn up, and the principal terms of partnership between the Bank of New Zealand and the Government of Western Samoa had been agreed upon. Negotiations were continuing in Wellington. Power to enter into the arrangement had been given to the Samoan Government by an ordinance passed in Samoa, but the Bank of New Zealand still awaited legislative authority in New Zealand to amend its charter for this purpose.

94. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with concern that the Territory is in a difficult economic and financial situation owing to the fall in world prices of copra and cacao which are its principal export crops. The Council also notes that the indigenous agriculture is largely carried on by traditional methods, that the Territory is lacking in industrial development and that the Western Samoa Trust Estates Corporation did not contribute during 1957 to the Territorial budget.

Bearing in mind the opinion of the survey team of New Zealand fiscal and banking experts that "Western Samoa appears to have adequate resources at its disposal to finance its social services and accelerate its economic development", and noting that owing to the present financial situation all public works have been practically suspended and expenditure for health and educational services has been substantially reduced, the Council recommends the adoption of the necessary measures to develop indigenous agriculture and the economy of the Territory along modern lines.

Considering that the rapid population growth, the advanced stage of the Territory's political development and other factors lay stress on the urgent need for a Territorial development plan, the Council hopes that following the recent appointment of a Minister for Economic Development, a detailed long-range development plan will soon be formulated. The Council notes the completion of the geological and soil surveys and also that the land use survey is almost completed. It hopes that the data furnished by these surveys will provide a useful basis for development planning.

AGRICULTURE

95. Although the Western Samoa Trust Estates Corporation is the largest single agricultural producer in the Territory, it is estimated that about 80 per cent of the copra exported, more than half of the cocoa crop and about 95 per cent of the bananas exported are produced by Samoan growers. For the most part, the Samoans in the villages retain their traditional subsistence agriculture, cultivating small individual plots or communal land under the direction of the *matai*, and standards of cultivation and management are said to leave much to be desired. There is reported to be a gradual tendency, however, for Samoans to interest themselves in plantation methods for the production of commercial crops and an increasing number are seeking the capital necessary to embark on this type of farming. The responsibility for stimulating improvements in the quality and quantity of agricultural production in general, and the export crops in particular, rests with the Ministry of Agriculture, which maintains two general

agricultural experimental and demonstration stations on Upolu and plans to establish a third one on Savai'i.

96. At its twenty-second session, the Council adopted the following conclusions and recommendations:

Noting that, whereas there has been a reduction in the production of copra, the production of bananas, cacao and coffee has increased, the Council hopes that, with a view to stimulating production, the Administering Authority and the Ministry of Agriculture will intensify their efforts to introduce modern agricultural methods and equipment, new crops and secondary industries based on the Territory's primary produce. In view of the need to increase copra production, the Council recommends that a specific programme for the replacement of old trees be prepared and implemented.

Noting also the statement of the Administering Authority that an increasing number of the indigenous people wish to adopt plantation methods in agriculture, the Council recommends that the necessary steps be taken to provide financial and other facilities for this.

INDUSTRIAL DEVELOPMENT

97. Industries in the Territory are few in number and small in scope, being confined mainly to timber milling and dressing, small individual enterprises for processing coffee, and the manufacture of curios, aerated drinks and similar products. A small locally-owned soap factory has been in operation since 1953. Most of the products, with the exception of cocoa, copra, curios and a small volume of hardwoods, are consumed in the Territory.

98. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting that there are at present no substantial secondary industries in the Territory, expresses the hope that consideration will be given to the establishment of such industries in the future.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

99. The revenue and expenditure for the year under review amounted to £1,063,000 and £1,274,000, as compared with £1,235,000 and £1,320,000 during 1956 respectively. The deficit was met by withdrawals from the accumulated cash surpluses of the Government which declined to £222,000 in 1957. In addition to this general reserve, there were specific reserves of £55,000 for insurance and £170,000 for currency. The Territory has no public debt.

100. In 1957, low prices for cocoa and copra were reflected in the decline in the export and import duties which form the greater portion of government revenue. Production of copra also declined significantly during the year. The fall in government revenue in 1957 was also caused by the inability of Western Samoa Trust Estates Corporation to make any grants to the Government of Western Samoa. It is reported that when it became apparent during the year under review that government revenue was falling below the level estimated, the Territorial Government had no alternative but to stop work on some development projects and to cut maintenance expenditure wherever possible.

101. At the twenty-second session, the special representative reported that a forecast into the future made it plain that 1958 must be a lean year and 1959 might possibly be even more harsh. To meet the financial crisis in the Territory, departments were instructed to draw

up their 1958 estimates with an over-all 20 per cent reduction on maintenance expenditure. The Finance Committee of the Executive Council after a long discussion had finally approved a budget which even with severe economies showed a deficit of £31,800. The severe economies which were necessary affected the Health Department and the Education Department to a considerable extent, involving dispensing with the services of many civil servants. In health, all the essential services had been maintained, no hospitals were closed and, although the health budget was extremely tight, the Department could, it was believed, just manage to operate reasonably effectively. In education, it had been necessary to dispense with the services of some teachers and to amalgamate some of the smaller schools. At the same time, the Executive Council considered the question of an over-all 10 per cent salary cut for public servants. This, or some similar further reduction in the total salary bill, was still under consideration. As a further step towards meeting the crisis, two important measures had been proposed. The first was a Custom Bill designed to bring in an additional £70,000 revenue from import duties. Lesser amounts were also expected to be derived from increases in various levies and charges made for government services such as medical attention, food inspection, harbour duties and licence. The Legislative Assembly did not pass the Customs Amendment Bill. The other important financial measure introduced into the Assembly was a Financial Powers Bill, which was designed to give the Samoan Government the necessary authority to borrow money, to lend money and to take part in the new Bank of Western Samoa. The Assembly had eventually passed this Bill, so that the Samoan Government would be able to tap what local private capital was available for investment. Another Bill also passed by the Assembly allowed the Government to borrow up to 25 per cent of the Copra Stabilization Fund, which at present stands at £400,000.

102. At the twenty-second session, the representative of the Administering Authority stated that the Administering Authority had offered to make grants totalling £86,400, of which approximately £40,300 would be used to meet the expenses of the government scholarship scheme in 1957 and 1958 and £3,000 to meet the cost of school publications. Other grants include £20,000 towards agricultural services and land development, £5,000 towards the upkeep of Government House, £11,600 towards the establishment of Avele Agricultural College and £1,800 towards the upkeep of that College. He stated that it was hoped that in 1958 and in the years to come the Western Samoa Trust Estates Corporation would be able to give considerable financial assistance to the Territorial Authorities.

103. At its twentieth session, the Council expressed the hope that the survey which was being conducted by a group of experts concerning the financial needs of the Territory would make it possible to find additional ways and means of increasing the revenue of the Territory.

104. The team of experts that prepared the financial survey of Western Samoa during 1957 made no detailed recommendations concerning the possible methods of increasing revenue. With regard to the budgetary difficulties that the Territory encountered during the year under review, the team was of the opinion that Western Samoa should try to live within its income and that the only satisfactory way to increase government revenue was to increase the national income through increased

production. It pointed out that "every effort should be made to increase the national income and consequently tax revenues, rather than merely reallocate existing income". In the opinion of the Administering Authority, the causes of the Territory's budgetary problem are basically economic (e.g. the failure to increase *per capita* production) or socio-economic, not simply financial or fiscal.

105. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes that profits from the Western Samoa Trust Estates Corporation were not available to the Territorial Government during 1957 and that the Administering Authority made a grant of £81,620 in 1958 to supplement the Territory's revenue. The Council hopes that the necessary fiscal measures will be taken in order to strengthen the Territory's budgetary situation and to develop a self-reliant economy and also to restore the services and facilities which have had to be reduced temporarily for reasons of economy.

WESTERN SAMOA TRUST ESTATES CORPORATION

106. A prominent part in the economy of the Territory is played by the Western Samoa Trust Estates Corporation to which the New Zealand Reparation Estates were transferred in 1957

107. Under Samoa Amendment Act 1956 and Western Samoa Trust Estates Corporation Regulations 1957, the Corporation is required, after setting aside sums for reserves at its discretion, and with the consent of the Director appointed by the Minister of Island Territories, to transfer the annual profits to the Western Samoa Treasury for economic and social projects approved by the Legislative Assembly. The Corporation has a Board consisting of four Directors appointed by the High Commissioner, two ex-officio Directors and one appointed by the Minister of Island Territories. According to the annual report, profits for the year ended March 1957 were £59,161 after making provisions for tax deductions, but the Corporation decided to make no grant from its profits to the Territorial Government because it considered that it was necessary to strengthen its financial reserves.

108. At the twenty-second session, the special representative reported that a sum of £30,000 might be available in 1958 from the Western Samoa Trust Estates Corporation and would have to be appropriated by the Legislative Assembly in accordance with the requirements of law.

109. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council considers that the Western Samoa Trust Estates Corporation should be an important source of revenue for the Territory. It considers further that the Corporation can serve as a valuable model for the development of modern agricultural techniques in the Territory. The Council notes that the Legislative Assembly is empowered to enact legislation in regard to the activities and operations of the Corporation.

CO-OPERATIVES

110. At its twentieth session, the Council congratulated the Administering Authority and the Samoan people for the marked growth of co-operative societies in the Territory during the year under review and expressed the hope that further progress would be made in this field.

111. The Administering Authority reports that during the year under review expansion of the co-operatives increased from nineteen to thirty-six and there was a corresponding increase in trading. Trading societies continued to be the most popular form of co-operatives in Western Samoa, increasing from fifteen to thirty-one during the year under review. The credit societies increased from two to three and the two former importing societies continued to function. The Administering Authority also reports that arrangements were being made in 1957 for the registration of an agricultural production co-operative early in 1958 with bananas, cocoa and staple food crops expected to be produced. Towards the end of 1957, registration was granted to the Public Service Co-operative Society Limited which aimed at opening a retail store for the benefit of Government employees. According to the Administering Authority, despite the expansion indicated by the increase in turnover, the existing societies have not realized their full potential owing to intensification of trading competition and a tendency to deviate from co-operative principles. It is reported that the staff of the Registry of Co-operatives is engaged in an educational programme designed to stimulate the necessary corrective action. The Senior Samoan Member of the staff of the Registry attended the Inter-regional Seminar on Co-operation in Denmark during the year under review.

112. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting with satisfaction the substantial growth of co-operatives, observes that much progress has been made in the development of trading co-operatives and expresses the hope that further progress will be made in the development of producer co-operatives which are important to the general development of the Territory.

LAND

113. There was no substantial change in the system of land tenure and utilization during the year under review.⁶ According to the annual report, Samoan lands total between 580,000 and 585,000 acres. The Western Samoa Trust Estates Corporation owns some 32,000 acres of land. There are about 5,000 acres of mission-owned land, and some 16,000 acres of European freehold.

114. The Land and Titles Protection Ordinance 1957, which provides for the keeping of a register of all *matai* titles, is reported to be an important development in the establishment of clear titles to Samoan land. The lands vested in each *matai* title are not, however, registered except in so far as specific titles come before the Land and Titles Court. All non-Samoan land must be registered by the Registrar of Lands, who is an official of the High Court in Apia.

115. It is reported that resettlement of landless people from the villages around Apia on the 1,700 acres Vaivase block of government land continued during the year under review. The first sections (106 acres) were leased in December to individuals nominated by their villages. Leases are for twenty years on the condition that effective use is made of all the land. Members of the Land Use Committee created in 1956 advised on the method of settling this land.

⁶ See *Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170)*, pp. 280-281.

116. At its twentieth session, the Council expressed the hope that the Land Use Committee would continue its work and would provide the Government at an early date with an evaluation of data required for the formulation of development plans for the Territory. It further expressed the hope that the powers of the Legislative Assembly with regard to land legislation would be increased.

117. The Administering Authority reports that the Land Use Committee adjourned after the formulation of the Vaivase Land Settlement Scheme, but it is hoped that in the coming year it will meet to study this pilot project and make further recommendations. It is further reported that the Legislative Assembly is already competent to legislate concerning land, other than the title to the small amount of land held by the Crown in the right of the Government of New Zealand.

118. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, considering that in view of the increasing pressure of population on land, efficient land use is vital for the future of the Territory, notes with interest the Vaivase Land Settlement Project.

The Council reiterates its previous recommendation that the powers of the Legislative Assembly in respect of land legislation should be increased.

STANDARD OF LIVING

119. The majority of Samoans outside Apia are dependent on agriculture and fishing for their livelihood and lead a communal life in their villages under the *matai* system. Hence a part of their consumption, notably food, housing and fuel, is obtained through the traditional domestic economy. An increasing part of their activity is, however, being devoted to the growing of cash and export crops and to this extent they are affected by the recent fall in the world prices of the Territory's products. Samoans who live in and around the urban area of Apia, tend to purchase an increasing amount of their requirements in the form of imported goods. There have been no surveys relevant to the standard of living except for investigations undertaken in 1951-1952 in connexion with a consumers' price index based on the family budgets of public servants. The Administering Authority states that it is difficult, if not impossible, to ascertain the cost of living for indigenous persons who do not live wholly within a cash economy.

120. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council expresses the hope that the Administering Authority will be able to furnish appropriate information on the effect of the present economic situation on the standard of living of the inhabitants.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

121. The representative of Belgium said that the economic situation in the Territory caused some concern. The rapid population growth, the increasing public expenditures and other factors, all indicated the need for a profound transformation of the Territory's economy. Noting with satisfaction the substantial increase in banana production, he was confident that similar results would be obtained with regard to rubber and leather production. He also noted with interest the agreement concern-

ing the creation of a Western Samoa Bank and the considerable progress in road construction.

122. The representative of China considered that the over-all picture of the Territory's economy was not unsatisfactory, for, although copra production had been greatly reduced, production of bananas, cocoa, rubber and coffee had increased. It was essential, however, to expand the economy and he welcomed the appointment of a Minister for Economic Development and also the formation of a Bank of Western Samoa, particularly the creation of a department within the Bank for the purpose of assisting in the economic development of land.

123. The representative of Italy hoped that a detailed development plan would be completed soon and would be available before the termination of trusteeship. He noted with satisfaction that an effort at economic diversification had been started and that results had already been achieved.

124. The representative of Burma noted that economic development was receiving the serious attention of the Administering Authority and of the Minister for Economic Development and he hoped that a long-range comprehensive development plan would soon be prepared. He noted with concern that the seven overseas firms operating in Western Samoa had been unable to give exact information on their capital investment in the Territory. He thought that this would hamper the preparation of an over-all development plan and he considered that the Territorial Government should exercise more influence on firms operating in Western Samoa.

125. The representative of the United States of America considered that the future of Western Samoa as a self-governing State would be largely influenced by economic considerations. The Territory would have to find means of increasing its production in order to support its rapidly growing population.

126. The representative of the United Kingdom commended the Administering Authority for the help which it had already given to the Territory. He hoped that there would be a successful outcome to the forthcoming talks between the Western Samoan Minister of Economic Development, whose appointment he welcomed, and the New Zealand Government concerning the development plan. He also noted with satisfaction the results of the Territorial Government's efforts to stimulate production in the banana industry.

127. The representative of Guatemala stressed the importance and urgency of strengthening the Territory's economy. He urged the Administering Authority to confer with the Samoan leaders on the matter and to prepare and implement an economic development programme as soon as possible. It was imperative that the Administering Authority and the Territorial Government should impress on the Samoan people the actual situation and point out to them the necessity of a collective effort to increase the volume and quality of export products.

128. The representative of France said that the basic problem was to increase production and he was pleased to note that the Administering Authority had made a start by establishing a Ministry responsible for a development programme.

129. The representative of India believed that every effort should be made to increase the production of copra, and he considered that community development projects should be fostered and co-ordinated into a national development plan and also that small-scale and cottage industries should be encouraged. He welcomed the creation

of a Ministry of Economic Development and he looked forward to receiving information at the Council's next session concerning progress in the field of economic planning.

130. He also urged that every effort be made to develop the Avele agricultural college and other economic projects which had been interrupted on account of financial difficulties. He urged the Administering Authority to explore all possible avenues of providing financial and technical assistance to the Territory and, in this connexion, he hoped that the Bank of Western Samoa would soon come into existence and play its role in the Territory's development.

131. The representative of the Union of Soviet Socialist Republics said that the economic crisis which Western Samoa was experiencing was an indication of the colonial character of the economy which was based on the production of one or two export crops. If the Administering Authority was really interested in developing indigenous agriculture, it should give real assistance in the form of loans, technical assistance and machinery. Nothing was being done, however, and the Administering Authority was making no effort to develop other branches of the economy, to establish secondary industries based on the Territory's primary agricultural produce to develop fisheries, etc. Noting that the economy was still predominantly controlled by Europeans, he stated that the Council should recommend to the Administering Authority that it take practical steps for the development of the Territory's economy in the interests of the indigenous population, in order to improve their material welfare and to create a stable foundation for the future.

132. The special representative of the Administering Authority said that the Territorial Government was very much alive to the need to stimulate agricultural production and was already considering a long-range development programme.

AGRICULTURE

133. The representative of Burma hoped that everything possible would be done to improve agricultural techniques and to encourage modern plantation methods.

134. The representative of Guatemala believed, in particular, that measures should be taken to renew trees, combat pests and diseases and avoid the loss of fruits, and that a dynamic programme should be initiated to increase copra and cocoa production. He suggested that the Western Samoa Trust Estates should give increased assistance in agricultural development and also in the expansion of the cattle industry. With regard to banana exports, he suggested that, if the New Zealand market was insufficient, the possibility of finding other markets should be studied.

135. The representative of France noted with satisfaction the efforts made to increase copra and cocoa production and the creation in the Administration of a special section for fisheries.

INDUSTRIAL DEVELOPMENT

136. The representative of Burma considered that systematic research should be undertaken to explore the possibilities of introducing new crops and of establishing some small-scale processing or manufacturing industries based on the Territory's primary products.

137. The representative of Guatemala considered that further study should be given to the possibilities of establishing secondary industries.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

138. The representative of Belgium regretted that the Legislative Assembly's rejection of the Customs Amendment Bill had virtually nullified the effectiveness of the Financial Powers Bill to meet the present economic crisis. He considered that the most serious effect of the crisis was the curtailment of development plans, especially in regard to public services. He also noted that great attention had been given lately to the development of agriculture.

139. The representative of China regretted that the Legislative Assembly had rejected the Customs Amendment Bill. He noted that the immediate effect of this action would be to necessitate further curtailment of services, reduction of expenditure for development, and it would further delay the introduction of free compulsory primary education. He believed it would be in the interests of the Samoan people for the Executive Council to submit fresh proposals to the Legislative Assembly.

140. The representative of the United Kingdom said that long-term plans must be made to increase production in order to strengthen the financial position of the Government. He therefore welcomed the appointment of a Minister for Economic Development.

141. The representative of Haiti hoped that the present economic difficulties would be overcome and the various projects which were necessary for the development of the Territory would be pursued.

142. The representative of Guatemala believed that the people of Western Samoa should bear in mind the advice of the financial experts concerning the importance of increasing economic production. In view of the approach of self-government, it was urgent to draw up and implement a general programme of economic development.

143. The representative of France said that, no matter how welcome it might be for the immediate future, the Government of New Zealand's grant of £62,400 was only a stop-gap measure and that the basic need of the Territory was to increase its production.

144. The representative of India suggested, as a means of balancing the budget, the adoption of heavy import duties on all items except essential ones, as a measure towards balancing the budget. He also stated that export duties, especially on copra, could be reduced in an effort to increase production and exports and to earn foreign exchange for the Territory.

145. The representative of the Union of Soviet Socialist Republics said that the Administering Authority's policy of dealing with the financial crisis by raising customs duties on imported goods was an attempt to transfer the burden to the shoulders of the indigenous population, which was obliged to buy imported foodstuffs and clothing. It would be more just to try to increase the Territory's income by drawing on the profits of foreign firms and companies operating in it and of planters who used the indigenous inhabitants as cheap labour. The Western Samoa Trust Estates Corporation should contribute considerable funds to the Territory; and if that was to be done the Corporation must really be handed over to the Samoans and be controlled by representatives of Samoan organs.

146. The special representative of the Administering Authority said that the suggestion that the Territorial Government should consider imposing heavy import duties while possibly reducing export duties to stimulate exports would be given careful study. He pointed out that the regulations of the Western Samoa Trust Estates

provided that all net profits must be applied for the welfare and economic and social benefit of the inhabitants of Western Samoa in such manner as the Legislative Assembly may decide.

WESTERN SAMOA TRUST ESTATES CORPORATION

147. The representative of Guatemala considered that the Western Samoa Trust Estates Corporation should play an important role in the Territory's development by providing technical and other assistance to increase agricultural production and to expand the output of meat, hides and derived products.

148. The representative of India regretted that when the Estates were transferred to Western Samoa, a substantial working capital was not available for their operation and that consequently the Corporation was not able to make the usual grant from its profits to the Government for development expenditure. Because of this, a number of schools had to be closed down and the extension of other facilities temporarily suspended. He expressed the hope that this situation would be rectified shortly and that the Corporation would continue to play the key role in the development of Western Samoa.

149. The representative of the Union of Soviet Socialist Republics pointed out that at present four of the Corporation's seven directors were Europeans, and that one director was the representative of one of the largest private European companies operating in the Territory. The Corporation was controlled and directed by the High Commissioner and by the New Zealand Minister of Island Territories, who appointed a director without whose agreement not a single penny of the Corporation's profits could be paid in to the Territory's budget. It was essential that the Corporation's activities should be controlled by representative Samoan organs, and not by New Zealand officials.

150. The special representative of the Administering Authority denied that the High Commissioner or the New Zealand Minister for Island Territories exercised any control over the disposal of the Corporation's profits. The regulations provided that, after deducting sums required for reserves, all profits must be applied for the welfare and benefit of the inhabitants of Western Samoa in such manner as the Legislative Assembly decides.

CO-OPERATIVES

151. The representative of Belgium congratulated the Administering Authority for the substantial growth of co-operatives during the year under review.

152. The representative of China noted that there had been a further expansion of co-operatives and an increase in their trading activities. He was concerned, however, over the fact that the existing co-operatives had not realized their full potential and that there was a tendency to deviate from co-operative principles.

153. The representative of Burma considered that an impressive growth of co-operative societies augured well for a country like Western Samoa, where native capital was very scarce and foreign capital was not very welcome. He commended the Administering Authority highly for furthering co-operatives.

154. The representative of Guatemala noting that greater progress had been made with the development of trading than of producer co-operatives, believed that the Administering Authority should give greater encouragement to the latter.

155. The representative of China believed that the traditional system of land tenure constituted a barrier to the economic development and prosperity of the Territory. He considered that the traditional system should be gradually modified to permit a greater degree of individual incentive but in order to change the attitude of the Samoans on the matter educational efforts must be made by the Administering Authority. He was gratified to note that the consolidation of land holdings and development of co-operatives to provide group incentives was a possible method which was not incompatible with Samoan custom. In this connexion, he noted that the Vaivase Land Settlement scheme had the active co-operation of the Samoans concerned.

156. The representatives of the United Kingdom was pleased to learn of the public interest aroused by the Vaivase Land Settlement Project. He considered that efficient land use was vital for Western Samoa and he commended the Administering Authority for the steps which it had taken in the past to accomplish this.

157. The representative of Guatemala thought that more energetic steps should be taken to promote the consolidation of land holdings as part of a campaign to increase agricultural production.

158. The representative of France observed that the traditional system of land tenure was an obstacle to the modernization of agriculture and to the increase of production. He believed that, despite their attachment to tradition, the Samoans must recognize the need to adapt the system to the realities of modern life.

159. The representative of the Union of Soviet Socialist Republics said that the Administering Authority was trying to preserve the rights of the Europeans and to prevent any encroachment on their interests by the indigenous population.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

COMMUNITY DEVELOPMENT

160. Although formal programmes of community development under government auspices have not been established in Western Samoa, the basic principle of community effort is a feature of the traditional Samoan socio-economic system in which all members of the extended family (aiga) work as a group in the cultivation of communal land and in other projects under the leadership and direction of the *matai*.

161. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council suggests that the feasibility of applying in the Territory principles of community development be examined.

LABOUR

162. By reason of the structure of the family, a Samoan shares in the products of the family lands, and can always return to them. He is able to do without employment for direct monetary payment and is therefore possessed of a certain independence and bargaining power. There are about 7,000 persons in the Territory who could be classed as wage and salary earners, and of these probably 6,000 are Samoans. At least half of these

are employed in varying grades of skilled work by either the Government or the Western Samoan Trust Estates Corporation.

163. Before the enactment of the Wages Council Ordinance 1957, a Wages Tribunal set up by the High Commissioner in 1955 had power to recommend to Government from time to time minimum wage rates and also to provide for conciliation and arbitration. With the passing of the above Ordinance, the Wages Tribunal ceased to exist. On 1 December 1957, the Wages Council Ordinance came into effect, enabling the High Commissioner by Order to establish Wages Councils and Commissions of Inquiry if in his opinion no adequate machinery existed for the effective regulation of remuneration within a specified group of workers and employers. Such Councils and Commissions of Inquiry are empowered to recommend to the High Commissioner rates of remuneration to be embodied in a Wage Order.

164. At its twentieth session, the Council, noting with satisfaction the introduction of the Wages Council Ordinance, providing for the establishment of wages councils, expressed the hope that these councils would be established in the near future. The Council further noted with satisfaction the inauguration of a trade training scheme to offset the shortage of skilled tradesmen, and hoped that the Administering Authority would give special attention to the creation of favourable employment and salary conditions with a view to encouraging skilled workers to remain in the Territory. It again pointed out the need for the adoption of labour legislation for the protection of workers. Finally, the Council, noting that there were no restrictions to the organizing of trade unions, expressed the hope that steps would be taken to encourage the creation of trade unions in the Territory.

165. In its annual report, the Administering Authority states that as yet no Councils or Commissions of Inquiry have been established under the Wages Council Ordinance. It expresses the hope that legislation governing employment conditions and workers compensation will be enacted in 1958. In its capacity as an employer the Government has already voluntarily adopted a workers' compensation scheme. The possibility of Workers Compensation legislation is under consideration. With regard to trade unions, the Administering Authority reports that so far there is no interest in the Territory in the formation of such unions.

166. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, noting that an increasing number of persons are employed for salaries and wages, and noting also that a beginning in basic labour legislation has been made by the introduction of the Wages Council Ordinance, hopes that further legislation will be enacted soon governing conditions of employment and workers' compensation.

PUBLIC HEALTH

167. Government expenditure on public health in the Territory in 1957 amounted to £215,000, as compared with £230,000 in 1956 and £220,000 in 1955.

168. During the year under review, there were five medical officers, but one of them resigned, without replacement, towards the end of the year. The number of Samoan Medical Practitioners reached forty-three, an increase by one on the 1956 total. There were eleven nurses with senior training and ninety-four local certified nurses as compared with ten and eighty-seven respec-

tively, in 1956. There were also 140 partially trained nurses as compared with 139 in 1956, and eight laboratory assistants.

169. The yaws control campaign, set in action towards the end of 1955 with the assistance of WHO and UNICEF, was reported to have been successfully concluded in October 1957. Measures to keep this disease under control, and periodic surveys from time to time to assess the position, are now the responsibility of the Health Department, from which figures showing results achieved are not yet available. Discussions with WHO are taking place on the subject of a proposed tuberculosis control campaign. The Administering Authority expresses the hope that this campaign may be embarked upon with the assistance of WHO in 1959.

170. At its twentieth session, the Council noted with satisfaction improvements in conditions of public health. It expressed the hope that the progress reported by the Administering Authority in acquiring adequate medical personnel would be maintained and that scholarships, training courses and facilities would continue to be made available to indigenous inhabitants in the field of health.

171. The Administering Authority reports that the position with regard to medical personnel is now satisfactory. One Samoan Medical Practitioner (SMP) and one nurse attended a course given at the headquarters of the South Pacific Commission, a second SMP attended a course at Otago University, and a third obtained a United States scholarship. One scholarship student completed his final examinations in medicine and his internship course in a New Zealand hospital in 1957. Four more students, one a qualified SMP, are taking the medical course in a New Zealand University under the scholarship scheme. At the end of the year, one Sister and one Staff Nurse and a radiographer, a scholarship boy, all trained in New Zealand, were on the staff of the Apia hospital. Two other Samoan girls were continuing nursing training in New Zealand and another scholarship boy had completed his course as a pharmacist and was in Australia gaining further experience. A number of local born persons are training in medicine in New Zealand in order to practise in the Territory after qualifying. No Samoan students took courses at the Central Medical School in Fiji in 1957.

172. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the completion of the yaws control campaign undertaken with the assistance of the World Health Organization and that a tuberculosis control project is expected to commence in 1959. Recognizing that the severe economies which were necessary during the year under review have affected the health services, the Council hopes that it will be possible to resume quickly the full-scale activities of the Health Department and to develop and improve the health services provided for the population of the Territory and, in this connexion, trusts that the existing training programme will continue to grow and to provide for the training of more Samoan medical personnel, including fully qualified physicians and dentists.

Observations of members of the Trusteeship Council representing their individual opinions only

LABOUR

173. The representative of China hoped that workmen's compensation legislation would be enacted before long.

174. The representative of the United Kingdom commended the Administering Authority for the enactment of the Wages Council Ordinance. He was not unduly perturbed by the absence of a trade union organization in the Territory as he pointed out that some of the functions of trade unions were not at present necessary since Western Samoa was not an industrial society, while others were provided by the traditional social structure of the people.

175. The representative of the Union of Soviet Socialist Republics observed that the Territory had no social security or insurance, no system of unemployment registration or relief and no trade unions to defend the workers' rights. The employers and planters, who were enriching themselves out of the workers' labour, should pay pensions and unemployment and sickness benefits.

PUBLIC HEALTH

176. The representative of Belgium expressed satisfaction that, despite the economic crisis, there was continued progress in the fields of hygiene and public health.

177. The representative of Guatemala noted with satisfaction the assistance given by WHO in connexion with measures to control yaws and tuberculosis. Recognizing that the Territory's financial situation imposed restrictions on the expansion of health services, he nevertheless believed that continued attention should be given to training medical personnel and to improve the supplies and equipment of district hospitals, rural clinics and dispensaries. He also suggested that the Administering Authority should consider providing overseas training to enable some Samoan dental assistants to become fully qualified dental surgeons.

178. The representative of France noted with satisfaction the considerable progress in the field of public health. He was certain that the Administering Authority would continue its efforts to improve the quality of medical personnel.

179. The representative of the Union of Soviet Socialist Republics said that the public health situation had deteriorated; the number of doctors had declined, appropriations for health services had been reduced and there was a shortage of hospitals and physicians. On 31 December 1957 there had been over a thousand Polynesian sufferers from tuberculosis registered. It was the duty of the Administering Authority to take prompt action to expand and improve medical services and to provide the necessary assistance for the improvement of the public health system. An Administering Authority was in duty bound to find the necessary funds for the development of public health in a Trust Territory under its administration.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

180. There are no regulations governing education in the Territory except a clause in Samoa Act 1921 stating that Government shall establish schools.

181. In 1957, 18,457 pupils attended government schools. The public school system is made up of 107 village elementary schools (four more than 1956), ten district primary schools (two more than 1956), two

residential schools, an urban school for Samoan and European children living in the Apia area, and Samoa College.

182. In 1957, the number of schools provided by religious missions in the Territory totalled 323, as compared with 326 in 1956. This number included 281 pastor or catechist schools (as against 280 in 1956), thirty-three primary schools (as against thirty-six in 1956), six secondary schools (as against four in 1956), two theological colleges (as against four in 1956), and one vocational school (as against two in 1956). The number of pupils enrolled in these mission schools, other than those attending pastor or catechist schools only, was 6,764.

183. The amount expended on education in 1957 was £273,000, as compared with £276,353 in 1956. Of this £251,500 was provided by the Samoan Government, as compared with £237,020 in 1956, and approximately £21,500 by the Government of New Zealand, compared with £39,333 in 1956.

184. At the twenty-second session, the special representative stated that one of the results of the retrenchment in teaching staff mentioned above⁷ was a welcome consolidation of schools in the country areas where many adjacent villages, sometimes as little as a mile apart, had separate schools. These had been brought together and were functioning efficiently on a larger scale.

185. At its twenty-second session, the Council adopted the following conclusions and recommendations:

Noting that expenditure for education has been reduced because of the current budgetary difficulties, that some schools have been closed and that the number of teachers has diminished, the Council considers it necessary to expand the educational services of the Territory. The Council, noting that there are still no basic educational laws in the Territory, expresses the hope that it will be possible to introduce such legislation in the Territory in the near future.

PRIMARY EDUCATION

186. In 1957, there were 25,221 children attending primary schools of whom 18,457 were enrolled in the government schools mentioned above and 6,764 in the schools provided by the religious missions.

187. At past sessions, the Trusteeship Council has been concerned to see the introduction of free compulsory primary education at an early date. At its twentieth session, it expressed the hope that this would result from the passage of an education bill which it was proposed to introduce in the Legislative Assembly following unanimous approval by the legislature of an expert report which, among other things, recommended the progressive introduction of compulsory education district by district.

188. In its report for 1957, the Administering Authority stated that a draft Education Bill had been prepared, but could not be introduced during the year because of the heavy legislative programme. It pointed out in this connexion that the introduction of free compulsory primary education could take place only when the Territorial Government was certain that it had sufficient resources to support such a system.

189. At its twenty-second session, the Council adopted the following conclusion and recommendation:

The Council reiterates its previous recommendation concerning the introduction of free and compulsory primary education at an early date.

SECONDARY AND VOCATIONAL EDUCATION

190. At its twentieth session, the Council welcomed the statement of the Administering Authority that facilities for secondary education were being extended to keep pace with the growing needs of the Territory and that it proposed to enlarge the Avele Agricultural School and to raise it to the status of a regional agricultural college. In this connexion, the Council noted also that, with the completion of accommodations for girls early in 1958, the Samoa College would be able to carry out its functions as a residential secondary school serving the whole Territory and would be able to cope with all present ordinary secondary school needs. The Council also reiterated its previous recommendation that the Administering Authority should establish a vocational training centre in the Territory at the earliest possible moment.

191. The Administering Authority reports that the number on the roll of the Secondary Department of Samoa College was 181 students in 1957, showing an increase of twenty-five over the number in 1956, and that a significant increase was also made in the number of children reaching a standard where they could sit for New Zealand examinations.

192. At the twenty-second session, the special representative stated that though the Samoan College had not unduly suffered from the recession in government finances and continued to progress, the completion of the dining room and the construction of the dormitories had been abandoned. At present, plans were being considered by the Department of Education in New Zealand for the reorganization of the College so that it would better meet the educational needs of all sectors of the community. The intention is to open the school in 1958 with students from Western Samoa and the other New Zealand island territories of the Cook Islands, Niue, and Tokelau Islands. Costs of maintenance will be borne on a *pro rata* basis by territories with students at the College, and administrative control will be vested in the Department of Agriculture.

193. At the twenty-second session, the special representative reported that the Avele Boys' Residential School, which it was planned to develop into a regional agricultural college, and which was originally proposed as an inter-island organization, admitting boys from American Samoa, Tonga, Cook Islands, Niue and Tokelau Islands, as well as Western Samoa, was now receiving the extra capital required for the first year from the New Zealand Government, since the Governments of Tonga and American Samoa had finally decided that they could not participate. The New Zealand Government had offered to provide half the costs of the maintenance of the school. The school had started in 1958 with an initial class of thirty-five pupils, of which twenty-five boys came from Western Samoa and ten boys came from the New Zealand Island Territories of Cook Islands, Niue and Tokelau Islands.

194. The Administering Authority further reports that a trades training officer was appointed during 1957 and in-service training, largely theoretical, was given in building construction, motor-engineering, and electrical wiring. A trades training workshop and drafting room were in course of construction. These will be completed and fully equipped for practical instructions in trades training in 1958.

195. At its twenty-second session, the Council adopted the following conclusions and recommendations:

⁷ See section on "Development of adequate public revenue".

Noting that the number of children in secondary schools is still small, and conscious of the importance of secondary education for the future of the Territory at the present stage of its development, the Council expresses its hope that adequate measures will be taken to expand the opportunities for the inhabitants of Samoa to obtain secondary education. The Council commends the Administering Authority for the establishment of the Avele Agricultural College.

HIGHER EDUCATION AND SCHOLARSHIPS

196. There are no institutions of higher education in the Territory, so that promising students from government and mission schools are dependent for higher education on the Suva Medical School in Fiji or the teachers' training colleges and universities in New Zealand. They proceed to these institutions by means of scholarships. Two students completed university degrees under the scholarship scheme in 1957.

197. At its twentieth session, the Council expressed the hope that the Administering Authority would give due consideration to further extending fellowship and scholarship programmes.

198. The Administering Authority reports that up to 31 March 1957 the cost of the scholarship scheme for students attending institutions of higher learning abroad was met from the profits of the New Zealand Reparation Estates. When the Western Samoa Trust Estates Corporation decided it could not make any grants in 1957, the Administering Authority agreed to finance the scholarship scheme up to the end of 1958, at the cost of over £20,000 a year. It also states that the Government of the United States of America has awarded to students from Western Samoa, in accordance with United Nations General Assembly resolution 557 (VI) of 18 January 1952, four scholarships tenable in American universities. Three of these scholarships were granted for the academic year 1957-1958.

199. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council, aware of the growing interest among the inhabitants of Samoa in higher education, takes note of the continuing grants by the Administering Authority to finance the scholarship scheme up to the end of 1958 and hopes that it will be possible to expand further the opportunities for higher education available to the inhabitants of Samoa so as to keep pace with the increasing demand for it.

The Council, noting the lack of Samoans with higher qualifications in law and in the pure and applied sciences, emphasizes the importance of training specialists in these fields from among the indigenous inhabitants.

POPULAR ARTS AND CULTURE

200. At its twentieth session, the Council expressed the hope that the Administering Authority would continue its efforts for the development of popular arts and culture through the establishment of institutions suitable for this purpose.

201. The Administering Authority reports that during 1957 the Apia public library was opened.

202. At the twenty-second session, the special representative reported that a private donation of £5,000 and a direct grant of £5,000 from the New Zealand Government have been offered towards the cost of the new library.

203. The Government of the Territory continues to encourage indigenous arts through the holding of School Days at which the hand-work of pupils is exhibited. An archaeological survey was undertaken by two New Zealand archaeologists in the year under review.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

204. The representative of Italy hoped that standards would be laid down as regards compulsory education. He thought that this was so important that financial considerations should be overlooked. He believed that compulsory education would constitute an act of faith in the future.

205. The representative of the Union of Soviet Socialist Republics pointed out that the number of teachers had declined, many schools had been closed, appropriations for education had been considerably reduced and many children were not receiving even elementary education. There were no regulations relating to education in the Territory, and the population was largely illiterate. The Administering Authority was taking no practical measures to create a literature in the Samoan language, with a view to protecting and developing the traditional culture. The Council should recommend the Administering Authority to devote very special attention to the development of education; and that would undoubtedly necessitate financial outlay. As in the case of public health, however, it was the duty of the Administering Authority to find the necessary funds for the purpose.

PRIMARY EDUCATION

206. The representative of China hoped that further measures of financial retrenchment would not delay for too long the introduction of free compulsory primary education.

207. The representative of Guatemala urged that the Administering Authority, in consultation with the Territorial Government, should endeavour to introduce compulsory primary education by districts so that primary education might become compulsory throughout the Territory by the end of trusteeship.

208. The representative of India expressed the hope that, while formulating its development plans, the Government of Western Samoa would take steps to make at least primary education universal and compulsory in the entire Territory over a fixed number of years.

209. The representative of the Union of Soviet Socialist Republics said that the Council should recommend the Administering Authority to introduce at the earliest possible date universal and free elementary education conforming to generally-accepted standards.

SECONDARY AND VOCATIONAL EDUCATION

210. The representative of Belgium was happy to note that the Administering Authority had provided financial assistance to enable the Avele agricultural school to open.

211. The representative of Guatemala was pleased to note the success of the Avele Agricultural College and the Samoa College. He was confident that pupils who completed the courses at the latter would be qualified to continue their studies at New Zealand or other universities. He also urged the creation of a professional training centre in the Territory.

212. The representative of France expressed satisfaction at the progress of education. He considered that the Administering Authority should be congratulated on the generosity with which it had assumed financial responsibility for the operation of the new Avele Agricultural College.

213. The representative of the USSR said that the number of children in secondary schools was insignificant and the Council should recommend to the Administering Authority that it expand considerably the opportunities for the indigenous inhabitants to obtain secondary education.

HIGHER EDUCATION AND SCHOLARSHIPS

214. The representative of Belgium noted that despite the Territory's difficult economic situation a number of scholarship students were able to continue their studies overseas.

215. The representative of India expressed the hope that an increasingly large number of young Samoans would avail themselves of the scholarship schemes offered by various Governments and of the scholarship programmes sponsored by the United Nations.

216. The representative of the Union of Soviet Socialist Republics observed that not one indigenous inhabitant of Western Samoa had received a higher legal, technical, or scientific education; he proposed that the Council should recommend the Administering Authority to extend considerably the opportunities for Samoans to receive higher education.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

217. In General Assembly resolutions⁸ on this subject the Administering Authorities were invited to include in each annual report estimates of the time required for the fulfilment of measures taken or contemplated towards self-government or independence, including intermediate targets and dates in all fields, and also for the attainment of the final objective.

218. At its previous sessions the Council noted with satisfaction the proposals for constitutional development made by the Administering Authority on 26 December 1955 and endorsed in February 1956 by the Legislative Assembly and the *Fono of Faipule*.

219. The first of the three steps contemplated towards the attainment of full cabinet government, namely the introduction in September 1956 of the member system, was noted with satisfaction by the Council at its twentieth session.

220. The second step was taken with the passage on 11 October 1957 of the Samoa Amendment Act, 1957 which, among other things, redefined the functions of the High Commissioner, established a ministerial system of government with an enlarged Executive Council and, as noted above, reconstituted and enlarged the Legislative Assembly with an increased representative Samoan membership and a reduced official membership. At the same time the *Fono of Faipule* was abolished.

⁸ General Assembly resolutions 558(VI), 752(VIII), 858(IX), 946(X), 1064(XI) and 1207(XII).

221. The Administering Authority stated that under the constitutional proposals there remained only two major changes to be made in the governmental structure of the Territory before complete self-government is achieved. The first, which it was hoped would take place towards the end of 1960, was the withdrawal from the Executive Council of the High Commissioner and the *Fautua* and the appointment of a Premier who would preside over his own Cabinet. Then, finally, following consultations with the Administering Authority, the inhabitants of the Trust Territory and the United Nations, complete self-government would be achieved by the assumption by the Head of State of the proper powers and functions of that office and the change in status of the representative of New Zealand in the Territory.

222. At the twenty-second session of the Trusteeship Council, the Administering Authority presented a memorandum⁹ in which it drew attention to the progress which had been made in the implementation of the agreed programme of constitutional development and advised the Council that it had come to the conclusion that within the next few years the appropriate organs of the United Nations must be asked to give consideration to the termination of the Trusteeship Agreement. It suggested that the visit to Pacific Trust Territories in 1959 of a visiting mission of the Council could afford an excellent opportunity for examining thoroughly all matters which would have to be taken into account when the question of terminating the Trusteeship Agreement was considered and for gaining first-hand information concerning the wishes of the people of Western Samoa.

223. At its twenty-second session, the Council adopted the following conclusion:

The Council, recalling previous General Assembly resolutions on this subject, notes with satisfaction that, according to plan, further changes have been effected in the constitutional field by the implementation of the Samoa Amendment Act of 1957, and that the next major event will be the establishment in 1960 of full cabinet government with the appointment of a Prime Minister from among the elected members of the legislature. The Council understands that thereafter one additional step will remain before the attainment of full self-government by the Territory. In order to assist the General Assembly's consideration of this question, the next visiting mission to the Territory is expected to examine, in consultation with the Administering Authority, the extent to which the objectives of trusteeship have been attained and the further steps necessary for their attainment. The Council hopes that as a result of consultations with the Administering Authority, the inhabitants of the Territory and the United Nations, it will be possible to determine the timing and the arrangements for the attainment of the final objective of trusteeship.

Observations of members of the Trusteeship Council representing their individual opinions only

224. The representative of Guatemala welcomed the desire of the Administering Authority that future constitutional planning should be based on discussion between the Samoans, the Administering Authority and the organs of the United Nations concerned. He hoped that the time-limit mentioned as "end of 1960" for taking the final constitutional step would be interpreted in such a way as to permit prior discussion of it by the General Assembly at its fifteenth session.

⁹ T/1387.

225. The representative of France said that the memorandum from the Government of New Zealand¹⁰ left no doubt that the constitutional programme had been faithfully carried out and that the Territory had entered upon the final phase of its constitutional advancement.

226. The representative of India praised the Administering Authority and the Samoan people for the manner in which they had proceeded step by step according to a well-charted plan towards the ultimate goal of Samoan independence. He was confident that this process would continue unhindered and that the goal of trusteeship would be reached in 1960.

227. The representative of Australia noted that, in the considered judgement of the Administering Authority, the time was fast approaching when the objectives of the Trusteeship would have been fulfilled.

228. The representatives of the Union of Soviet Socialist Republics said that the objective must be to achieve the objectives of Trusteeship as soon as possible, and not simply to terminate the Trusteeship Agreement. The Administering Authority's duty towards the United Na-

tions lay in transferring all right to the people of the Trust Territory, so that they might become really free and independent. The International Trusteeship System and the Trusteeship Agreement must not confer any permanent privileges or rights on any State. He observed that the Administering Authority had not stated to what extent the power of the Legislative Assembly would be broadened in 1960 nor whether the civil service would be put under Samoan control. Likewise, there was no indication when the posts of Attorney-General, Minister of Finance and Chief Judge would be transferred to Samoans, when the restrictions on the power of the executive and legislative organs would be abolished or when the Territory would be empowered to settle independently questions of currency and foreign trade. It was necessary that the Administering Authority should carry out its promise to grant true self-government and independence to the Samoans in 1960.

229. The special representative of the Administering Authority explained that 1960 was the estimated time for the establishment of full cabinet government. It was not a deadline for the granting of full self-government to Western Samoa, which would require one further step.

¹⁰ T/1387.

Chapter III

NEW GUINEA

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE

1. The Trust Territory of New Guinea includes the north-eastern part of the island of New Guinea and a number of other islands, the largest of which are New Britain, New Ireland and Bougainville. It has a land area of approximately 93,000 square miles. At 30 June 1957 it had approximately 1,297,174 indigenous and 14,436 non-indigenous inhabitants.

EXTENSION OF ADMINISTRATIVE CONTROL

2. In accordance with an approved plan to bring the whole of the Territory under control by the end of 1959, peaceful penetration and the consolidation of Administration influence in areas not under full administrative control have continued. At 30 June 1957 the Territory was classified as follows:

	square miles
Area under Administration control	76,770
Area under Administration influence	7,405
Area under partial Administration influence ..	3,050
Area penetrated by patrols	5,775

Restricted areas totalled 17,750 square miles. These may not be entered except by indigenous inhabitants, administrative officers, or persons holding a permit to do so. At its twenty-second session, the Council was informed that it may not be possible to bring the entire Territory under control by 1959.

3. The Administering Authority reported that a mass killing occurred in the Sepik District in August 1956. Subsequently, individuals involved in the attack were apprehended, peace was restored, and administrative control was being consolidated in the area. Frequent fighting and raiding between two tribes in another area in the same district culminated in another mass killing in December 1956. A patrol which entered the area to apprehend persons involved in the outbreak was attacked on two occasions by hostile groups; several of the latter were killed and two members of the patrol were wounded. By July 1957 the Administering Authority was proceeding with plans for the pacification of the area.

4. At its twenty-second session, the Council adopted the following conclusions:

The Council notes with concern that due to the difficult nature of the country yet to be penetrated and the fact that the work of consolidation is requiring more experienced personnel than had previously been expected, the Administering Authority may not be able to implement the programme it had drawn up to bring the whole of the Territory under full Administration control by 1959. It notes, however, that a considerable number of addi-

tional officers at present undergoing training will soon become available for the work of peaceful penetration. While fully appreciating the difficulties which have to be overcome, it is confident that, when the services of these officers become available, the Administering Authority will be able to complete this task as soon as possible, and that it will keep the Council fully informed of its plans and the time within which it hopes to fulfil them.

OFFICIAL NAME FOR PEOPLE OF THE TERRITORY

5. At its twentieth session the Council recommended that the Administering Authority should continue to give consideration to the question of an official name for the indigenous inhabitants of the Territory, taking fully into account their wishes and views thereon. In its report for 1956-1957 the Administering Authority stated that it would continue to give consideration to this question, but that it did not expect to make an early decision in this respect pending the stage when a widespread and considered opinion from the majority of the inhabitants themselves could be expressed.

6. At its twenty-second session the Council adopted the following conclusion and recommendation:

The Council, noting that the Administering Authority will continue to consider the question of an official name for the people of the Trust Territory, hopes that it will be possible to adopt such a name as soon as the views of the inhabitants can be ascertained.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL CONSIDERATIONS

7. The representative of India noted the joint statement issued by the Netherlands and Australia concerning West Irian, Papua and the Trust Territory, and stated that he could not regard the reported co-operation and consultations between the two Governments as being in order, since according to his delegation West Irian forms an integral part of Indonesia.

8. He expressed the hope that the Administering Authority would not take the attitude in the future that members of the Council should restrict their study of conditions in Trust Territories to the material furnished by the Administering Authorities.

9. He stated that combined figures which had been given in some instances for the Trust Territory and Papua were misleading, and that the Council should be provided with statistics specifically relating to the Trust Territory.

10. The representative of Haiti expressed the hope that future reports would contain detailed information on the question of the status of the inhabitants of the Territory.

11. The representative of Belgium, noting that the Administering Authority's good relations with the Netherlands Government had contributed in many fields to

the solution of common problems, considered that this pragmatic co-operation should be encouraged by the Council.

12. The representative of the Union of Soviet Socialist Republics stated that the Council should closely consider the joint policy statement of 6 November 1957 of the Netherlands and Australia. Many questions concerning it remained unelucidated, and the explanation that there was a need for joint action and mutual assistance in the event of natural calamities was not convincing, since mutual actions of that kind did not require such a broadly publicized communiqué on joint policy of two colonial powers. It might be assumed rather that the agreement was designed to stress the existence of unanimity between these two countries in their desire to retain their colonial domination in New Guinea, but that could not be reconciled with the principles of the Charter and the purposes of the Trusteeship System.

13. The representative of the Administering Authority said that history, geography and ethnography had established a very close relationship between the Trust Territory of New Guinea, the Territory of Papua and Netherlands New Guinea. The Australian Government had taken into account this relationship, along with other factors, when it decided to exercise its right under the Trusteeship Agreement and establish an administrative union for the better promotion of the interests of the inhabitants of the Trust Territory of New Guinea and the Territory of Papua. A consideration of this relationship had also permitted the Australian Government to continue and develop its policy of promoting close co-operation between the Administration of Papua and the Trust Territory of New Guinea on the one hand and the Administration of Netherlands New Guinea on the other. This policy of co-operation did not, however, involve any administrative union with Netherlands New Guinea. He further stated that the Australian Government recognized only the sovereignty of the Netherlands in the Territory of Netherlands New Guinea and that the co-operation of the two Administrations was fully justified by international law and was implied, if not prescribed, by the ideals of the Charter.

14. The special representative of the Administering Authority stated that the allegation that the administrative union was undesirable for the development of the Trust Territory was not supported in any way by the reports of the Committee on Administrative Unions.

EXTENSION OF ADMINISTRATIVE CONTROL

15. The representative of India stated that the Council should express its concern regarding the lack of progress in bringing the whole of the Trust Territory under the control of the Administration, and recommend to the Administering Authority that it should state in the next annual report when it definitely hoped to complete the process of peaceful penetration.

16. The representative of the United States of America was confident that despite the numerous difficulties the Administering Authority would persevere and succeed in bringing all the Territory under full control.

17. The representative of Italy stated that steady progress had been made in peaceful penetration and the consolidation of Administration influence in areas not under full administrative control.

18. The representative of the United Arab Republic noted with satisfaction the increase in the number of areas brought under administrative control.

19. The representative of China stated that the Administering Authority had been doing remarkably well in its pursuit of the policy of peaceful penetration into the restricted areas, but was disappointed that it would not be possible to bring the entire Territory under control by the end of 1959. He felt sure that the establishment of a revised target date would be greatly facilitated by the acceleration of the training of patrol officers.

20. The special representative of the Administering Authority stated that the process of penetration into hitherto unexplored areas was a difficult and dangerous undertaking, which must necessarily be gradual. If the process of extending Administration control appeared to be slow, then the fault lay not with the Administering Authority but with the real conditions of the Territory.

OFFICIAL NAME FOR PEOPLE OF THE TERRITORY

21. The representative of India felt that the Administering Authority's attitude concerning the question of an official name for the indigenous people was unreasonable, and expressed the hope that it would give this matter further consideration and that the Council would receive more encouraging news at its next session.

22. The representative of the United Arab Republic hoped that the Administration would find it possible to promulgate an independent nationality law for the Territory.

23. The special representative of the Administering Authority stated that it had made it quite clear that it would continue to give consideration to the question of an official name for the indigenous inhabitants of the Territory, but did not expect to make an early decision in this respect pending the stage being reached when a widespread and considered opinion from the majority of the inhabitants themselves could be expressed.

24. He also stated that it was still far too early to consider making provision for a separate nationality for the inhabitants of the Trust Territory. As a territorial community comes into existence and as its people attain political maturity it would become possible to consider what provision needs to be made with respect to nationality.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

25. The Papua and New Guinea Act 1949-1957 provides for the administration of the Territory in an administrative union with the Territory of Papua. It also provides for a Legislative Council which consists of twenty-nine members, namely:

(a) the Administrator; (b) sixteen officers of the Territory; (c) three non-official, elected members; (d) three non-official members representing Christian missions; (e) three non-official indigenous members; and (f) three other non-official members.

26. All members, except the three elected members, are appointed by the Governor-General on the nomination of the Administrator. The Act provides that two

members shall be elected from the Trust Territory and the Administrator shall exercise his powers of nomination to ensure that not less than five of the nominated non-official members are residents of the Territory of New Guinea. Two of the three indigenous members are inhabitants of the Trust Territory.

27. At its twentieth session the Council expressed the hope that the Administering Authority would introduce a greater measure of indigenous representation in the Legislative Council in the near future, taking into account as far as possible the wishes of the people regarding individual appointments. In its report for 1956-1957 the Administering Authority stated that it would continue to keep this objective in view, but considered that at present the political advancement of the indigenous population could best be promoted in the field of local government, and that considerable training and experience in political procedures and duties were needed in this field to prepare the people to participate effectively in the work of the Legislative Council in due course. The growth of local government was therefore being fostered and the educational, social and economic advance of the people was kept under constant review along with the progress of local government, so that the enlargement of indigenous representation in the Legislative Council, by nomination or some form of elective process, might be brought about as soon as this might fruitfully be done.

28. The Council was informed during its twenty-second session that a recent decision had been reached to bring groups of leading and indigenous people to meetings of the Legislative Council on a regular and organized basis, and that an opportunity would be given to visit other administrative institutions and the central government generally.

29. The Administering Authority's new approach to the problem of local government in the Territory consists of the establishment of Native Local Government Councils, which may make rules on matters concerning the peace, order and welfare of the indigenous people within the areas of their jurisdiction. When approved by the district officer, council rules have the full force of law. Councils may also engage in enterprises or carry out works for the benefit of the community, and may provide, or assist in providing, any public or social service. The expansion of Local Government Councils during the past two years is as follows:

	1956	1957
Number of councils.....	6	10
Number of villages in council area..	150	321
Approximate population.....	31,000	52,560

30. At its twentieth session, the Council expressed its satisfaction on learning of the proclamation of new Native Local Government Councils. This extension of the new system of local government in 1957 consisted of the establishment of councils in the New Ireland, Morobe, Madang and Sepik Districts. The annual report stated that in all districts, except the Western Highlands, preliminary work had been continued with a view to determining where, and in what manner, additional councils might best be instituted. It was hoped that as a result of these investigations more councils would be proclaimed during 1957-1958.

31. At its twenty-second session, the Council was informed that three additional Local Government Councils had been established, bringing the total to thirteen, with a population of nearly 80,000 people. The Admin-

istering Authority was continuing to train Administration officers at the Local Government Training Centre for their work in promoting and consolidating Local Government Councils. Training courses were provided for council employees and persons who wished to qualify for such employment, and a special course was given for councillors dealing with local government aims, methods and principles. Also, a course in Native Local Government was held by the Australian School of Pacific Administration in 1957 for senior officers of the Administration. The Local Government Bulletin furnishes information on matters relating to the general supervision, guidance and functioning of councils to all officers directly concerned with Area Administration, and keeps them informed of developments throughout the Territory in the field of local government.

32. In its annual reports the Administering Authority has noted that district and town advisory councils deal with matters predominantly of non-indigenous interest, and for this reason membership was confined to Europeans and Asians. At its twentieth session the Council noted that an indigenous representative had been appointed to a district advisory council and expressed the hope that similar appointments would be made to other advisory councils. In its report for 1956-1957 the Administering Authority stated that in keeping with its policy of fostering participation by the indigenous people in this field, as qualified and competent persons become available, it had appointed five indigenous persons as members and three as observers on district advisory councils. Subsequently, the Council was informed that a total of twelve indigenous persons had been appointed as members of district advisory councils.

33. At its twenty-second session, the Council adopted the following conclusions and recommendation:

The Council regrets that the Administering Authority has not yet found it possible to increase the number of indigenous members on the Legislative Council. However, it notes with satisfaction that arrangements have been made for indigenous observers to attend meetings of the Legislative Council on a regular and organized basis, and it hopes that this and other factors will soon make it possible to appoint additional indigenous members to the Legislative Council.

The Council commends the Administering Authority for the establishment of seven new Local Government Councils. It notes with satisfaction that the Local Government Training Centre is continuing to train officers for the work of promoting and consolidating councils, that the Administration is providing councillors with a special course on local government principles, aims and methods, and that it is engaging in other activities designed to further the development of local government. The Council further notes the growing tendency for Local Government Councils to co-operate on matters of common concern, and endorses the policy of the Administering Authority of encouraging the formation of area and regional councils when it becomes practicable to do so.

The Council notes with satisfaction that twelve indigenous persons have been appointed to District Advisory Councils. It shares the view of the Administering Authority that, although these councils at present deal predominantly with non-indigenous matters, such appointments provide useful training for indigenous persons, and will facilitate their progress towards wider participation in the political life of the Territory. It

hopes therefore that the Administering Authority will find it possible to make further appointments to these councils.

CONSULTATION WITH THE INHABITANTS WITH REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

34. No specific consultations with the inhabitants concerning measures taken or contemplated towards self-government were reported during 1956-1957. However, the Administering Authority stated that Native Local Government Councils are established only in areas where consultations with the people indicate that they want them.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

35. The Administering Authority states that there is not at present, and may not be for some years to come, any possibility of a territory-wide franchise for the indigenous people. Due to their differing stages of development, it feels that any early attempt to form a general electoral roll would be completely unreal.

36. In Native Local Government Council areas all adults who have paid their council tax or are deemed to be liable to pay it, or who have been granted an exemption from the tax, are entitled to vote at the election of council members. Any elector with the residential qualifications in a particular council area is eligible to nominate for election. The district commissioner may nominate members, but all council members have been elected, except two.

37. Non-indigenous residents of the Territory may enrol as electors and vote for elected members of the Legislative Council, provided they are not aliens or under twenty-one years of age and have resided continuously in the Territory for at least twelve months immediately preceding the date of application for enrolment.

JUDICIARY

38. At its twentieth session, the Council recalled its previous recommendations for the statutory recognition of indigenous tribunals, and noted that the policy of the Administering Authority was to encourage the people to make greater use of the existing judicial system, and that, as circumstances permit, the Administering Authority would ensure a fuller participation of the indigenous people themselves in the administration of justice within the established judicial system. The Council requested that it be kept fully informed concerning the implementation of the policy of increasing indigenous participation in the administration of justice. It hoped that in the near future indigenous persons would be appointed as assessors to the Courts for Native Affairs. In the report for 1956-1957 the Administering Authority stated that it would keep the Council informed concerning the implementation of its policy, and that it would give full consideration to the possibility of appointing indigenous persons as assessors to the Courts for Native Affairs. At its twenty-second session, the Council was informed that this question was being thoroughly examined, and the Administering Authority had decided that the first step would be to appoint indigenous assessors attached to magistrates presiding over the Courts for Native Affairs.

39. At its twenty-second session, the Council adopted the following conclusion:

The Council, recalling its previous recommendations requesting the establishment of indigenous tribunals, notes that the Administering Authority is actively considering methods of ensuring a fuller participation of the indigenous people themselves in the administration of justice within the established judicial system, and that it envisages as a first step the appointment of indigenous persons as assessors to the Courts for Native Affairs.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

40. The Administering Authority stated that the reorganization and general consolidation of the Territorial Administration had continued. This was completed during the year in the Department of Public Health and the Department of Customs and Marine, the classified positions in those departments being increased from 404 to 881 and from 73 to 125 respectively. The following table shows the increases in the European staff in the Public Service:

	1956	1957
Staff assigned to New Guinea.....	987	1,219
Staff assigned to Papua.....	401	531
Staff assigned to Headquarters.....	625	632
Staff unattached	183	318
TOTAL	2,196	2,700

41. In the recently established Auxiliary Division of the Public Service, appointment to which is restricted to indigenous persons, five categories of employment have been created, consisting of teacher, health assistant, technical assistant, clerical assistant and field assistant. The introduction of examinations for advancement within these classifications is being considered and it is envisaged that the final examination in any classification would serve as a basis for determining a candidate's qualifications for entry to the higher divisions of the Public Service.

42. In order to assist in meeting the rapidly increasing need and demand for training within the Public Service, and in particular for members of the Auxiliary Division, the training organization was strengthened by the addition of two positions of training officer. The Administering Authority stated that considerable attention would be given to the training, which is expected to begin in 1957, of officers in the new division. Additional accommodations for this purpose have been made available to the Public Service Institute in Port Moresby, and provision has been made for the early establishment of branches of the Institute in other main centres for this form of training. The aim is to bring officers of the Auxiliary Division to the standard of attainment required for entry to the Third Division of the Public Service.

43. More than 160 applications from indigenous persons for entry into the Auxiliary Division, which has a total of 360 positions, were being considered by a special committee established for the purpose, and it was expected that the first appointments would be made in July 1957.

44. At its twentieth session the Council expressed the hope that vacancies in the Service would be filled in a reasonable period of time and that all eligible indigenous employees of the Administration would be

absorbed into the Auxiliary Division. In the report for 1956-1957 the Administering Authority assured the Council that these matters were receiving constant attention.

45. At its twenty-second session the Council adopted the following conclusions and recommendation:

The Council notes with satisfaction the continuing reorganization and general consolidation of the Territorial Administration, and welcomes the Administering Authority's training programme to meet the rapidly increasing need and demand for training within the Public Service, in particular for members of the Auxiliary Division. The Council further notes that as yet there are very few indigenous persons in the other divisions of the Public Service, and hopes that by the operation of this and other training programmes it will be possible in the near future to increase their number.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

46. The representative of Guatemala regretted that the Territory had been deprived of its own territorial political institutions by integrating it politically with Papua. He hoped the Administering Authority would change its position and adjust its policy to the requirements of the Trusteeship System. He felt that the Council would have to come to a decision recognizing the need to provide the Territory with its own representative organs of a legislative and jurisdictional nature.

47. He considered that the participation of New Guineans at least as observers in the annual conferences held by district commissioners and by religious missions would constitute a valuable opportunity for the people to acquire greater political training and a better understanding of the problems which later they will have to solve for themselves.

48. The representative of the Union of Soviet Socialist Republics stated that it had now been proved how undesirable the administrative union between Papua and the Trust Territory would be for the development of the Trust Territory. He noted fresh evidence of the harm which the union had caused the Territory through the subordination of its interests to those of the colony of Papua, and stated that there were a number of other proofs of the fact that the indigenous inhabitants were shown their dependency upon Papua, time and again, and thus their national awareness and consciousness was being impeded.

49. He stressed that the development of the Territory was being approached from the traditional colonial viewpoint. It was safe to say that the existence of a separate Native Affairs Department in the administrative structure of the Territory proved that the interests of the indigenous population were being relegated to the background and there were certain interests in the Territory which were the primary concern of all the other departments.

50. The colonialist policy of the Administering Authority was expressed, as well, in its approach towards the political development of the Territory.

51. The special representative of the Administering Authority stated that it was not possible to regard the Department of Native Affairs as relegating the interests of the local population to the background. It was a department particularly concerned with aspects of advance-

ment outside the normal range of the activities of other departments.

LEGISLATIVE COUNCIL

52. The representative of India, noting that the Council had repeatedly recommended that the number of indigenous members in the Legislative Council be increased, suggested that the Council should request the Administering Authority to explain clearly its intentions in this regard, instead of reiterating that it would continue to keep in view the objective of increasing indigenous representation.

53. The representative of Haiti suggested that as soon as there were competent and experienced indigenous persons available the composition of the Legislative Council should be revised. He also felt that the Legislative Council should hold some of its meetings in the Trust Territory.

54. The representative of Guatemala considered that the present internal organization of the Legislative Council, with its majority of official members and minimal indigenous representation, was inadequate. He hoped that the Administering Authority would consider as a provisional measure the possibility of increasing the number of New Guineans in the Council, while the Territory was being equipped with its own legislative body.

55. The representative of Burma considered the situation regarding indigenous representation in the Legislative Council as most unsatisfactory and discouraging; after eight years it was tending to cast the Administering Authority's programmes in various fields into a somewhat bad light.

56. He welcomed the assurance that the Administering Authority would give the closest attention to the suggestion for the holding of future Legislative Council meetings alternately at Port Moresby and at certain administrative centres in the Trust Territory, and hoped a favourable decision in this regard would be reached as soon as possible.

57. The representative of France felt that the Council should congratulate the Administering Authority on its intention to increase the number of indigenous members in the Legislative Council, taking into account, so far as possible, the wishes expressed by the population either by nomination or by a system of election.

58. The representative of the USSR said that according to the statement of the Administering Authority the indigenous inhabitants were so backward that it did not even conceive of the possibility of granting them any real political rights or the opportunity for effective participation in the management of their own affairs on a territorial level. Even the appointment of individual representatives to the so-called legislative council which, in fact, was not a legislative council, was regarded by the Administering Authority as something for the far future. Just as unrealistic in its view was the question of the introduction of universal suffrage. In the light of all these facts, one could not fail to have doubts about the genuine intentions of the Administering Authority. The question arose whether the Territory was not being drawn away from the basic purpose of the International Trusteeship System.

59. The special representative of the Administering Authority noted, concerning the political advancement of the indigenous inhabitants, that the last Visiting Mis-

sion considered that at this stage a meaningful territory-wide political organization was difficult to imagine. He stated that the Administering Authority was convinced that the political advancement of the indigenous inhabitants of New Guinea must commence at the bottom rather than the top, with the village councils rather than the Legislative Council, and that it should be encouraged to spread upwards as rapidly as possible. Regarding the possibility of appointing to membership in the Legislative Council indigenous people who hold positions in the Administration, the Administering Authority had not been convinced by the arguments which had been adduced by several representatives, and felt it should attempt to maintain uncompromised the fundamental principles of parliamentary government.

NATIVE LOCAL GOVERNMENT COUNCILS

60. The representative of India considered that the increase in the number of Local Government Councils was encouraging, but that far more were needed. He noted a report in the Press concerning opposition to the formation of councils by some missions and stated that opposition should not be tolerated from any source to an undertaking to which the Administration itself had apparently given top priority.

61. The representative of Haiti felt that the Local Government Councils should be given more powers by the Administering Authority and suggested that measures should be taken for the more advanced councils to be federated in regional councils.

62. The representative of China looked forward to the acceleration of the process of setting up of Local Government Councils. He also hoped to see the early formation of area councils with which community interests could be integrated on a much wider basis.

63. The representative of the United Arab Republic noted with regret that the political development of the Territory had been much slower than the economic and social development. Noting the statement of the Administering Authority that it was giving consideration to the previous recommendations of the Council on political advancement, he hoped that in the next annual report fuller and more detailed information would be provided concerning measures for implementing those recommendations.

64. The representative of the USSR stated that measures towards the political development of the Territory did not go beyond very timid steps towards the development of local self-government, but this was so insignificant that it was not possible to talk about it on a territorial level. He drew attention to the fact that the Local Government Councils were merely a nucleus and a small step towards general self-government. The Territory would remain far removed from the objective of trusteeship, even if the system of local councils were extended throughout the Territory, unless the population was consistently accorded full-fledged legislative and executive powers.

65. The representative of the United Kingdom was impressed by the way in which local councils established for the Tolai people had banded together to manage their cocoa scheme and to discuss other matters.

66. The representative of France felt that it would be too utopian to envisage the establishment in the near future of a common electoral college for the whole of the Territory; however, he was pleased to note that the Administering Authority had been able to provide an

electoral system for the various regions having local councils.

67. The representative of Burma commended the Administering Authority for the greater measure of protection now afforded local councils in the lawful execution of their tasks. However, he could not understand why the consent of the Administrator was required to institute proceedings under this section of the Native Local Government Council Ordinance, and suggested that some clarification might be provided on this point.

DISTRICT AND TOWN ADVISORY COUNCILS

68. The representative of China considered the appointment of indigenous persons to the district advisory councils as one of many practical measures that would help to promote changes in the traditional outlook of the people and to facilitate the progressive expansion of the people's participation in the political life of the Territory.

69. The representative of the USSR noted the abyss between indigenous and non-indigenous inhabitants in political development and the fact that district and local advisory councils dealt with matters of concern exclusively to the non-indigenous population. He questioned the value of the appointment of indigenous persons to these councils merely for acquiring practice and feared that this sort of vocational training in the Legislative Council or in the local municipalities would be only harmful to the development of any initiative in the indigenous population. If the Administering Authority wished to show real concern for the political development of the indigenous people, it should give the indigenous inhabitants the opportunity to discuss effectively and to carry into effect those decisions on matters in which the population itself was vitally interested, which meant that it should establish representative organs with the necessary powers.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

70. The representative of China was encouraged to know that 176 appointments had been made to the Auxiliary Division. He also commended the Administering Authority for the greater emphasis now being laid on the training of indigenous officers.

71. The representative of the United States of America welcomed the Auxiliary Division Regulations and the introduction of examinations for the advancement of officers. He was also gratified to note that 176 appointments of indigenous persons had been made to the Auxiliary Division.

72. The representative of Haiti suggested that the powers of the Department of Native Affairs should be strengthened. He believed that many of the problems of the Trust Territory were reducible to the question of training; he therefore suggested that the training of the indigenous officials of the Administration should be intensified.

73. The representative of Italy noted with gratification that during the year under review 176 indigenous persons had been appointed to the recently established Auxiliary Division of the Public Service.

JUDICIARY

74. The representative of Haiti was gratified to learn that indigenous inhabitants were to be appointed assist-

ants to the magistrate and members of the Court Clerk Office, and expressed the hope that the indigenous tribunals should be given legal competence in the more advanced regions.

75. The representative of China welcomed the statement of the special representative that indigenous persons would be appointed to the Courts for Native Affairs as assessors. He felt that the Administration should also appoint indigenous persons to certain positions in the Department of Law and prepare them later for such positions as assistants to magistrates and to junior magistrates.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

76. The economy of the Territory is based on primary production and the major industries are agriculture, mining and timber. Mining is declining because of the exhaustion of known gold deposits, but agriculture and timber production are expanding industries. Manufacturing industries are largely confined to the processing of local raw materials, either for export or local consumption. Indigenous people are taking an increasing part in commercial activities, but the bulk of commerce and trade is conducted by Europeans and Asians.

77. The value of imports and exports for the year ending 30 June 1957 totalled £10,918,981 and £10,312,492, respectively. The quantity and value of imports has increased steadily, and there has been an increase in the volume of exports, but this has shown only a slight increase in value over the preceding year (£426,869), due to the lower prices of copra and cacao.

78. The Administering Authority states that economic policy is directed to developing the resources of the Territory with a view to sustaining a rising standard of living for the whole population, and to encouraging all sections of the community to play their part in that development, with increasing participation by the indigenous inhabitants. Most of the indigenous inhabitants are agriculturists, and the advancement of indigenous agriculture has a high priority in economic policy and planning, for it is felt that agriculture must provide much of the basic income which will be associated with the economic advancement of the indigenous people.

79. The Administering Authority stated that on the basis of the research and experimental work which is being carried out and the surveys which have been made to determine the extent of resources and appropriate patterns of development, economic plans and programmes of various kinds have been drawn up and are being implemented. In the field of agriculture in particular action plans are in operation to encourage production, and programmes have been laid down for the development of indigenous agriculture.

80. A Land Use and Regional Survey Team of the Commonwealth Scientific and Industrial Research Organization is engaged in a series of surveys in order to classify land on the basis of topography, soils, vegetation, rainfall and other factors. These surveys, more in the nature of reconnaissance surveys, are to be followed by more intensive investigations by the Soil Survey Section of the Department of Agriculture, Stock and Fisheries of the land classes which the Commonwealth Scientific

and Industrial Research Organization team considers to be most promising. The latter has finished a survey in the Madang District and moved into the Wahgi Valley in the Highlands. The work by the team from the Department of Agriculture consists of reconnaissance surveys, surveys of Crown lands for planned sub-division, and base surveys of districts, irrespective of land ownership. No base surveys, which are long-term projects required for over-all long-term planning, have yet been undertaken, but reconnaissance and Crown lands surveys have been made.

81. At its twentieth session the Council expressed the hope that resources' surveys being conducted by the Administering Authority would assist it in formulating over-all long-term plans for economic development, and that it would continue to assist indigenous enterprise and would devote particular attention to encouraging indigenous commercial and trading activities.

82. At its twenty-second session the Council adopted the following conclusions and recommendations:

The Council notes that the Commonwealth Scientific and Industrial Research Organization is continuing its series of surveys of natural resources in the Territory, and that various Departments of the Administration are also conducting surveys. It hopes good progress will be made with these and other investigations in order that the Administering Authority will eventually be in a position to prepare long-term economic plans for the whole Territory.

The Council hopes that the Administering Authority will do everything possible to assist the indigenous inhabitants to engage more actively in the commercial life of the Territory. It considers that training programmes similar to those established at the Co-operative Education Centre might be developed in other fields of commercial activity, and that the people should be encouraged to make more extensive use of the credit facilities of the Native Loans Fund and bank loans guaranteed in accordance with the Treasury Ordinance of 1951-1955.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

83. Territorial revenues are derived principally from import and export tariffs. Since expenditures substantially exceed territorial revenues annually, the latter are supplemented by a direct, interest-free and non-repayable grant from the Government of the Commonwealth of Australia. In 1956-1957, however, the grant includes an advance of £119,100 repayable in 1957-1958. Revenues and expenditures for the past few years are as follows:

	1954-1955	1955-1956	1956-1957
Internal revenue.	£2,008,445	£2,411,861	£2,652,517
Grant by the Government	4,396,209	4,901,737	5,498,179
Expenditure	6,404,654	7,313,598	8,150,696

84. With the exception of a capitation tax imposed by Native Local Government Councils on their members, no direct income, business or capitation tax was levied during 1956-1957. At earlier sessions the Council has made various recommendations concerning the need for a more extensive system of taxation in the Territory in order to increase local revenues. At its twentieth session it recalled its recommendation concerning the introduction of direct taxation in the Territory, and noted that the matter was under consideration and that the Administering Authority, in any plan concerning direct taxation,

would give careful attention to the suggestion that the taxes paid by indigenous people to Local Government Councils should be taken into account.

85. At its twenty-second session the Council was informed that a personal tax of £2 on adult males came into effect on 1 January 1958. Exemptions will be granted certain individuals, and complete or partial exemption will be granted areas where the local economy does not justify payment of the tax. Exemptions will also be granted in Local Government Council areas equivalent to the amount of the council taxes an individual pays. The Council was also informed that a financial review of territorial revenues was being carried out, and that this may result in a more extensive system of direct taxation.

86. At its twenty-second session the Council adopted the following conclusions and recommendation:

The Council notes that the Administering Authority has again made a substantial contribution to the Territorial budget in the form of a direct grant. It notes with satisfaction the introduction of a new direct personal tax, and hopes that the continuing financial review of territorial revenues will soon lead to a more extensive system of direct taxation, as previously recommended by the Council.

AGRICULTURE

87. The Administering Authority stated that the agricultural economy of the Territory continued to expand during 1956-1957 and that marked progress was made in the planting and production of cacao and coffee. The increases in the production of the chief export crops during the past year are reflected in the following table:

	1956 (tons)	1957 (tons)
Copra	62,240	65,798
Coconut oil.....	10,331	11,339
Cacao	1,260	2,088

88. The estimated increases in indigenous production of the most important cash crops during the past two years are as follows:

	1956 (tons)	1957 (tons)
Copra	15,000	16,500
Cacao	350	630
Coffee	25	63

89. Steady increases, the Administering Authority stated, in the staff of the Division of Agricultural Extension through recruitment and the training of indigenous assistants have resulted in a major expansion of patrol work carried out by the Agricultural Extension Division. Patrols by extension officers and indigenous assistants during the past two years are as follows:

	1956	1957
Total number of patrols.....	199	408
Number of days on patrol.....	4,922	16,108

90. The division of Agricultural Extension, at various extension stations and centres, conducts lower level training schemes at which 219 indigenous persons were receiving training in June 1957. At the same time twelve students were enrolled at the Mageri Training Centre in Papua and were receiving agricultural training fitting them for appointment to the Auxiliary Division of the Public Service.

91. At its twentieth session the Council expressed its satisfaction concerning the development of indigenous

agriculture and it hoped that the Administering Authority would actively pursue its programme for the training of indigenous agricultural assistants. In the annual report for 1956-1957, the Administering Authority stated that it continued to give a high priority to the advancement of indigenous agriculture, and that the training of indigenous agricultural assistants, which is an integral part of this policy, was being actively pursued.

92. At its twenty-second session, the Council was informed that the Administering Authority planned to increase the number of indigenous agricultural students at extension stations and centres to 518 in 1959, and to over 1,000 by 1962. The higher level training now given at Mageri, in Papua, would be gradually extended to centres in the Trust Territory. Training on a full agriculture college diploma level would commence in 1960, with an initial enrolment of thirty students, which would be increased subsequently to ninety.

93. At its twenty-second session, the Council adopted the following conclusions and recommendation:

The Council notes the marked progress being made in the planting and production of cocoa and coffee in the Territory. It commends the Administering Authority for the rapid expansion of agricultural training for indigenous farmers at agricultural extension stations. It hopes that adequate provision will be made to train assistant agricultural officers and to increase their numbers in order to meet the need of expanding indigenous agricultural activities.

LAND TENURE

94. The land of the Territory is classified as:

	Acres
Unalienated land.....	58,136,276
Freehold land.....	518,400
Administration land.....	865,234
TOTAL	59,520,000

95. Freehold land was largely acquired before the First World War, and land cannot now be alienated from the possession of indigenous owners, except to the Administration with the freely obtained consent of the owners. All unalienated land is considered to be indigenously-owned until it has been demonstrated by prescribed procedures that it is unoccupied and unclaimed. The Administration takes possession of ownerless land, or where ownership cannot be proved to the satisfaction of the Native Land Commission.

96. The Land Ordinance provides for the granting of land in fee simple, but it is the policy of the Administering Authority to grant only leasehold tenures. The different categories of Administration land for the past three years are as follows:

	1955 acres	1956 acres	1957 acres
Leased to non-indigenous individuals	234,835	261,876	303,784
Native reserves.....	26,926	26,926	26,926
Others (including land reserved for public purposes and land available for leasing).....	342,226	356,645	534,524
TOTAL	603,987	645,447	865,234

TRANSPORT AND COMMUNICATIONS

97. The Administering Authority states that because of the importance of roads in the development of the

Territory the road construction programme has been stepped up to meet expanding needs, and funds will continue to be allocated for this purpose. Expenditures on road construction and maintenance increased from £512,928 to £564,159 in 1957. Works completed during the year included 107 miles of new vehicular roads, increasing the total to 3,986 miles, and six new bridges. The Administration continues to receive the co-operation and support of the indigenous people, who appreciate the resulting benefits and provide much of the required labour and materials.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

98. The representative of Haiti regretted the absence of a more generalized long-term plan for the development of the Territory. He suggested that the Commonwealth Scientific and Industrial Research Organization should be requested to complete rapidly the investigation so as to provide the Administering Authority with the necessary information for the drawing up of the long-term plan. He commended the Administering Authority for the measures it had taken in regard to fisheries and expressed the hope that beneficial results would ensue.

99. The representative of New Zealand felt that the Council would wish to commend the Administering Authority for its efforts in the field of agricultural development and training.

100. The representative of Guatemala stated that he recognized the positive aspects of the Administering Authority's efforts in promoting the economic advancement of the Territory, but noted that there was a need for greater participation by the indigenous inhabitants generally in these developments.

101. He considered that the development of the fishing industry deserved greater attention than it had received, and was confident that the Administering Authority would review its policy concerning it.

102. He stressed the need for a general and integral plan with intermediate and long-range goals to be achieved in the economic field, and was confident the Administering Authority, after assembling the basic information, would give careful consideration to this problem in the immediate future.

103. The representative of China noted that the Fisheries Action Plan had been put into action and felt sure the development of a fishing industry would be given added impetus in the future.

104. The representative of the United Arab Republic noted with satisfaction the achievements of the Administering Authority in the economic field.

105. The representative of the Union of Soviet Socialist Republics stated that urgent measures should be taken to diversify the economy of the Territory in order to ensure its economic independence. He also stated that the efforts of the Administering Authority were not designed to ensure the maximum degree of economic independence of the Territory but were designed to utilize its resources in the interests of the Administering Authority and foreign firms.

106. He also stated that one could see from the annual report that there had been practically no development of industry in the Territory.

107. The representative of the United Kingdom considered that the valuable work done at the Administration's Co-operative Training Centre might be extended to provide training in other fields of commercial activity, and that training programmes which would assist indigenous persons to play a more important part in the commercial life of the Territory as private individuals or in association as companies, especially in retail trade and transport, might also be useful. He hoped that more extensive use would be made in future of the Native Loans Funds and the scheme for guaranteed bank loans. He noted with approval the initiation of a Fisheries Action Plan and hoped that information on its progress would be provided by the Administering Authority in the future.

108. The representative of France noted with satisfaction that important progress had been made in the various sectors of the economic development of the Territory.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

109. The representative of Guatemala hoped that in broadening the direct tax system the profits of business enterprises, at least in those firms that had had sufficient time to consolidate their operations, would not be exempt.

AGRICULTURE

110. The representative of India considered the Tolai cocoa scheme very commendable and hoped that the Administering Authority would take appropriate steps to remove any opposition to it.

111. The representative of the USSR stated that New Guinea was a strictly agricultural country and the majority of the population consisted of farmers. One would have therefore assumed that the Territory could now already become independent of agricultural imports. But this was not the view of the Administering Authority. The statistical data taken from the report showed that in the budgetary year 1957/1958 various types of foodstuffs amounted to approximately one-third of the total imports of the Territory. That was a curious situation, when New Guinea, with its very wealthy resources, had to import various foodstuffs, including fruits and vegetables. He recalled to the Council the history of rice grown in the Territory. There had been much hope that rice could have become the main agricultural product of the Territory. This did not happen, not because the conditions were not appropriate but because this was not in accordance with the interests of the Australian rice growers who did not wish to lose such an important market for their exports. Therefore, instead of increasing the production of rice there was on the contrary a drop in its production in the Territory, though Australian rice was not cheaper than New Guinean rice.

112. The representative of the United States of America hoped that the negotiations, which were under way with the United Kingdom authorities for the continued marketing of copra, would succeed in assuring a stable remunerative market.

113. The representative of Haiti suggested that the Copra Stabilization Fund should enter into action immediately if new weakness were to be noted on the world copra market, and expressed the hope the negotiations with the United Kingdom authorities would result in the renewal of the copra contract.

114. The representative of China noted that marked progress has been made in the planting and production of cocoa and coffee. He commended the Administering Authority for the expansion of patrol work and also for the excellent manner in which agricultural training had been conducted. He was glad to learn that full agricultural college diploma level training would commence in 1960.

115. The representative of the United Kingdom was pleased to note that the services provided by the Administration to indigenous agriculturists had been expanded, that the Administering Authority fully appreciated the importance of agricultural extension work, and that full agricultural college diploma level training would begin in 1960. He hoped that it would be found possible to extend agricultural training for local extension staff as rapidly as it was planned to do so for the farmers themselves, and that the number of indigenous agricultural assistants and assistant agricultural officers would be steadily increased.

116. The representative of France noted that the assistance given by the officials of the Department of Agriculture to the indigenous agriculturists had contributed greatly to the improvement of agricultural techniques and also to the productivity of the indigenous plantation.

LAND TENURE

117. The representative of India found the land situation in the Territory, with reports of land shortages, the resettlement of large numbers of indigenous inhabitants, and an official land settlement scheme for ex-servicemen, extremely disquieting. Since the annual report was silent about these important developments, he hoped detailed information would be given in the next report. He did not doubt that the Administering Authority would take adequate measures to protect the interests of the New Guineans but he felt that it should proceed more cautiously than ever in implementing its land policy.

118. The representative of the United States commended the Administering Authority on its efforts to carry out the programme of land classification in the Territory.

119. The representative of Guatemala was confident that the Administering Authority would maintain inviolate the policy of protecting the interest of the indigenous inhabitants and would proceed with extreme caution regarding the alienation or leasing of their lands.

120. The representative of the United Arab Republic stated that the Administering Authority rightly recognized the importance of land to the indigenous people and the necessity for protecting their ownership rights, and noted with gratification that no land could be alienated to the non-indigenous inhabitants.

121. The representative of China noted with satisfaction that the procedures adopted by the Administration on land alienation were designed to ensure that due regard would be paid to the present and future needs of the indigenous community and that no land would be alienated from indigenous owners except to the Administration. He was, however, somewhat disturbed to know that alienation of land had still been going on in areas where a shortage of land could be anticipated. He hoped that henceforth the Administration's policy of ensuring enough land being reserved for the present and productive needs of the people would be carefully observed.

122. The representative of China, bearing in mind the fact that the communal system of land holding would hamper the development of cash cropping, was pleased to know that the Administration's policy was to break down communal ownership at least to family ownership and that the people themselves were also beginning to desire some change in their traditional land tenure system.

123. The representative of the Union of Soviet Socialist Republics recalled that there were approximately 1.5 million acres of alienated land in the Territory and that there had as yet been no example of the return of such land to their indigenous owners. What was involved here seemed to be a further alienation of land. He considered that the alarm that had been caused by the report about mass resettlement was quite justified. The contention of the Administration that it was following a policy of granting leases over land was not very reassuring, since this land had been leased out for approximately ninety-nine years.

124. He stated that the report of the mass resettlement of indigenous inhabitants seemed to involve a further alienation of land and therefore justified the alarm it caused.

125. The representative of France considered that the Council should commend the Administering Authority for the wisdom and prudence with which it had undertaken to ensure the evolution of the land tenure system in the Territory. He felt that the interests of the New Guineans were very well protected and that the activity of the Native Land Commission was well oriented.

126. The representative of Burma noted that land can only be alienated to the Administering Authority, which then may lease it to non-indigenous inhabitants. He felt that this situation had the same effects as alienation, and thus could not accept the present policy as satisfactory. He hoped the Administering Authority would be able to review the whole problem and reduce the periods of the various leases to twenty-five years. He also urged the Administering Authority to consider the institution of a low-interest agricultural loans system to farmers, administered directly by the Government.

127. The representative of the Administering Authority stated that it had taken extraordinary precautions, first, to ensure the full recognition of the right to land of indigenous persons or groups and, secondly, to build up in the Territory a reserve of public lands. The Administration was amply justified in granting, under strict conditions and special limitations as to time, leases of the public lands; these leases were designed to ensure the maximum economic and social development of the public land and to increase directly the economic productivity of the Territory.

128. The special representative of the Administering Authority stated that the cardinal feature of the land policy of the Administering Authority was the protection of the interests, both present and future, of the indigenous population. This policy not only was in full conformity with the purpose and principles of the Trusteeship System and the Trusteeship Agreement but was clearly designed to safeguard in all possible ways the interests of the indigenous people.

INDUSTRY

129. The representative of the USSR stated that there was practically no development of industry in the

Territory as one could see from the report. Apart from the merciless exploitation of the forest resources, the situation had remained unchanged over a period of many years. The long-standing activities of the foreign oil companies in New Guinea were also hidden behind a veil of silence. The Administering Authority was very jealously safeguarding the interests of these companies. It was not replying to the questions regarding their activities. The Council could not agree to such an approach to the economic development of the Territory.

TRANSPORT AND COMMUNICATIONS

130. The representative of the United States felt that the Council should note with satisfaction the Administering Authority's continuing efforts to develop the transportation and communication system of the Trust Territory.

131. The representative of Guatemala considered, in view of the Territory's needs, that the amount expended on road building and maintenance was inadequate and that this work should be given greater impetus.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

PUBLIC HEALTH

132. Medical institutions maintained by the Administering Authority include sixty-eight hospitals, 837 aid posts or medical centres, and 185 welfare clinics. Fifty-five Administration hospitals are available to indigenous patients, ten to Europeans, and three to Asians. In addition, forty hospitals are maintained by missions. During the year under review two new Administration hospitals were completed, and good progress was reported on a third. Future plans provide for two major hospitals and three district hospitals.

133. Official medical personnel, including officers training in Australia, consisted of 285 Europeans, an increase of thirty-six over the previous year, and 3,515 non-Europeans, an increase of 438. In addition, 456 persons were employed as non-official medical personnel. This staff included thirty-seven official and sixteen non-official physicians and surgeons. Expenditures on health services increased by £95,392 to £1,551,683, of which £60,038, consisted of grants-in-aid and medical supplies to missions.

134. The Administering Authority stated that in a major reorganization of the Department of Public Health, approved in 1957, five divisions were created, and the establishment was more than doubled to provide for the rapid increase expected in the activities of all divisions over the next three years. The reorganization, providing for three administrative regions in the Territory, each under the control of a Regional Medical Officer assisted by a regional headquarters staff, was made in order to allow greater decentralization of the departmental administration.

135. During 1956-1957, a new plan of campaign for malaria control was completed by the Specialist Medical Officer. The training of personnel for the field teams which will engage in this work will be given at the Malaria Control School at Minj. The Administering Authority expects to begin implementing the plan in the

New Ireland District in 1958. A specialist physician was appointed to co-ordinate the drive against tuberculosis, and two special tuberculosis survey units were formed to carry out large-scale epidemiological and case-finding surveys. The campaign against yaws was intensified, and more than 250,000 injections were given.

136. There are no schools in the Territory granting registrable medical, dental or nursing qualifications, but it is anticipated that a medical school for training assistant medical practitioners will be established in Papua in 1960-1961 to serve both the Territory of New Guinea and Papua. During the year fourteen students from the Territory were attending the Central Medical, Dental and Nursing School at Suva, Fiji.

137. At its twentieth session the Council expressed its satisfaction concerning the substantial expenditures on health services, the hospital construction which had taken place, and the intensification of campaigns for the cure and prevention of malaria, tuberculosis and yaws.

138. At its twenty-second session the Council adopted the following conclusion and recommendation:

The Council commends the Administering Authority for its efforts to improve public health in the Territory, particularly in the construction of new hospitals, the recruitment of medical personnel and the programmes it has established for the control of malaria, tuberculosis and yaws. The Council, noting the observations of the World Health Organization, hopes that the Administering Authority will continue to pay special attention to training programmes for indigenous personnel.

LABOUR

139. In March 1957 there were 47,178 indigenous persons in paid employment, compared with 45,570 in 1956. Private industry and the Administration employed 36,395 and 10,783 persons, respectively. Of the total employed, approximately 12,000 were engaged in semi-skilled and skilled occupations. An additional 5,356 workers from New Guinea were employed in Papua.

140. The minimum cash wage is twenty-five shillings a month. The actual average cash wage is higher, particularly among skilled and semi-skilled workers. The great majority of all workers, general labourers and plantation labourers, received an average wage of £1.10.9 and £1.7.9, respectively, in 1957. In addition to cash wages, an employer must provide medical attention, housing, food, clothing, travelling expenses and other items free of charge to the worker. Exclusive of the cost of medical attention and travelling expenses, the Administering Authority estimated that these items averaged about £5.3.8 a month.

141. There have been no fundamental changes regarding the recruitment of workers and of terms and conditions of employment. A proposed new Employment Ordinance, however, has been drafted, and was to be introduced at the first meeting of the Legislative Council after June 1957. It, with ancillary legislation, will replace the present Native Labour Ordinance.

142. At its twenty-second session, the Council was informed that a new Employment Ordinance, covering all aspects of employment, was now under review by the Territorial Administration and would come before the Legislative Council in September 1958. This, *inter alia*, provides for the establishment at the earliest possible date of a Native Employment Board to advise the Administrator on matters pertaining to the employment

of indigenous persons. The Board will be empowered to summon witnesses and take evidence under oath. It will inquire into and submit recommendations on the cost-of-living and economic conditions of workers, minimum wages, margins of skill, tests for trade and other skilled work and certificates of competency, and maintenance of dependants. It will consider as matters of urgency a wage scale for indigenous workers and the control of casual workers.

143. Apprenticeships in specific trades leading to the grant of trade certificates are provided indigenous persons under the recently established Native apprenticeship system, which now has thirty-five trainees. Technical training is available at Administration and mission technical schools, and industrial and vocational training is provided by the various departments of the Administration. On-the-job training is carried out in private industry.

144. At its twenty-second session the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that new comprehensive labour legislation will shortly come before the Legislative Council of the Territory. The Council, recalling its recommendation of the eighteenth session, notes that the proposed Native Employment Board will as a matter of urgency examine the question of a wage scale, and hopes that this will result in an increase of the present minimum cash wage. It also expresses the hope that wage scales will be periodically reviewed.

OTHER ASPECTS OF SOCIAL ADVANCEMENT

145. Indigenous inhabitants must obtain written permission to enter or remain in certain towns, or be absent from their quarters in those towns between the hours of 11 p.m. and 5 a.m. At its twentieth session, the Council reiterated its recommendation concerning the removal of restrictions on indigenous inhabitants in certain towns. In its report for 1956-1957 the Administering Authority stated that it was keeping under examination the need for maintaining the restrictions. After giving full consideration to factors involved in the Council's suggestion that restrictions should be abolished in a few towns on a trial basis, the Administering Authority concluded that it was desirable to retain them for the time being.

146. Corporal punishment may be imposed but is restricted in the case of adults to certain categories of serious offences, and in the case of juveniles it is usually given where the alternative is to send the offender to prison. It cannot be imposed on females.

147. A new Corrective Institutions Ordinance is to be enacted which provides for the control of prisons to be removed from association with the police force and to be vested in the Controller of Corrective Institutions. The latter will be responsible for the implementation of a policy aimed particularly at the reformation and rehabilitation of prisoners through education and instruction in useful occupations. Consideration is also being given to the introduction of legislation to regulate the practice of courts when juveniles appear before them, and to the question of special provision being made for juveniles in respect of probation, conditional release, mandating to suitable persons or organizations, and after-care.

148. At its twenty-second session the Council adopted the following conclusions and recommendations:

The Council, recalling its recommendation that the Administering Authority shall re-examine the need for

maintaining the restrictions on the movements of indigenous inhabitants in certain towns in New Guinea and the suggestion that they be abolished immediately in a few towns on a trial basis, noting that the Administering Authority considers that it is desirable to retain the present restrictions for the time being, due to existing conditions in and adjacent to the towns concerned, and noting that these restrictions still continue as before, expresses the hope that the Administering Authority will take measures to remove these restrictions as soon as this becomes practicable.

The Council, noting that the Administering Authority still considers it advisable to retain certain legal provisions for corporal punishment for certain offences for the time being, reiterates its previous recommendation for the complete abolition of corporal punishment.

The Council welcomes the Administering Authority's policy designed to reform and rehabilitate prisoners through education and instruction in useful occupations. It notes, moreover, that consideration is being given to special legislation concerning the parole and probation of juvenile offenders, and suggests that the Administering Authority might also consider the possibility of introducing a similar system for adults. The Council hopes that the Administering Authority will continue to keep it informed concerning developments in this field.

Observations of members of the Trusteeship Council representing their individual opinions only

PUBLIC HEALTH

149. The representative of Haiti expressed the hope that the Administering Authority with the increased assistance of WHO would succeed in eradicating malaria in the whole Territory. He was gratified to note that the artificial distinction which exists in the hospitals would soon disappear with the establishment of the new hospitals, where all patients would receive treatment irrespective of their race.

150. The representative of Guatemala noted that certain diseases still showed a high incidence in the Territory. He realized that the Administering Authority was making considerable efforts to combat them, and hoped that it would continue to do so with all the intensity that circumstances required. He noted that important steps were being taken to solve the health problems of the Territory, but felt that more urgent consideration should be given to the provision of higher training for indigenous personnel for the health services.

151. The representative of Burma considered that the progress made by the Administering Authority in the field of public health was highly commendable, although much more still remained to be done. He felt that the progress in hospital construction and the training of indigenous medical personnel was rather slow. He hoped that the Administering Authority would continue its efforts to improve medical services in the Territory.

LABOUR

152. The representative of Guatemala regretted that the new labour legislation had not considered the deletion of the provision authorizing the compulsory planting of crops under certain conditions, which he considered contrary to the universally recognized principle that all labour should be remunerated on an equitable basis. He hoped that the proposed Native Employment Board

would contribute to the improvement of conditions for indigenous workers by permitting them at least to participate in the discussion of subjects of direct concern to them.

153. The representative of China expressed concern over the fact that the minimum cash wage for the indigenous workers had remained at a very low level and that the value of other benefits provided free to the workers, exclusive of medical and travelling expenses, had fallen since 1956. He hoped that an increase in the minimum cash wage would be effected in the very near future.

154. The representative of the Union of Soviet Socialist Republics considered that the problems of labour were of an acute and constant concern to the inhabitants of the Territory. The abundance of rules, which often were not easy to understand, were leading to many abuses on the part of the employers. The Administering Authority did not deny the fact that there were serious abuses during the recruitment of workers. If the recruitment of workers was voluntary, why in many villages was the whole native population "recruited"? The Administering Authority was under an obligation to put an end to this type of induction. If the entire adult population voluntarily left a village, then there should be major reasons for this: either unauthorized methods were being applied in recruiting these workers or else the situation of the workers was so hopeless that they were obliged to leave their villages and families in search of a means of subsistence. The Administering Authority should also put some order into the salary scales in the Territory.

CORPORAL PUNISHMENT

155. The representative of India did not consider that provision for corporal punishment in Australia itself justified a similar provision in the Trust Territory, and expressed the hope that the Administering Authority would give further consideration to this question and accept the Council's recommendation concerning its abolition.

156. The representative of Guatemala hoped that the Administering Authority would abolish corporal punishment in the immediate future.

RESTRICTIONS ON MOVEMENT

157. The representative of India considered that the continuing restrictions on the movement of New Guineans in certain towns, in spite of the reiterated recommendation by the Council for their removal, were a serious blemish on the Administering Authority's record in the Territory, and he hoped it would take steps in the near future to remove them.

158. The representative of Haiti stated that arguments furnished by the Administering Authority in support of the restriction on the movement of indigenous persons were unconvincing.

159. The representative of Guatemala considered that the Administering Authority should completely eliminate existing restrictions on the movement of New Guineans in certain towns.

160. The representative of Burma stated that the imposition of restrictions on the movement of the indigenous inhabitants by the Administering Authority on the grounds mentioned in a statement to the last Visiting Mission was absolutely unjustified and not in keeping with the spirit of human rights and fundamental freedoms.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

161. The educational system includes Administration schools and mission schools. During 1956-1957, the number of Administration schools increased from 132 to 152. These consisted of 134 schools with 8,851 indigenous pupils and eighteen schools with 1,117 non-indigenous pupils. The Administering Authority stated that general policy admits the necessity at present for two broad categories of schools: indigenous and non-indigenous. It explained that this had been found necessary at the present stage owing to the wide variation in the cultural and educational background of the two groups, and that the reason was in no sense a racial one. The number of indigenous teachers increased from 227 to 323, and that of non-indigenous teachers decreased by one to 101. Expenditures on education, including grants-in-aid to missions, increased by £119,430 to £586,249.

162. There were also 3,149 schools, with 4,155 teachers, being conducted by Christian missions. Formerly, grants-in-aid to mission schools were paid on the basis of enrolment in schools, but in 1957 a new basis, the professional qualification of teachers and their ability to teach English, was established. The Education Ordinance also requires all non-government schools, except those engaged exclusively in training religious personnel, to meet prescribed qualifications in order to be registered or recognized by the Director of Education; otherwise they will be closed. Consideration is being given, however, to amending the Ordinance in order to exempt certain newly-established schools in the more primitive areas and permit them to continue until they reach the required standards to qualify for recognition or registration.

163. At its twentieth session, the Council expressed the hope that the Administering Authority would consider increasing the number of inspectors in the Department of Education, and suggested that it should consider appointing suitable indigenous members of the education committees of Local Government Councils to the Education Advisory Board and to district education committees. In its report for 1956-1957 the Administering Authority stated that, in addition to the two school inspectors referred to in the annual report, there were twenty-three other senior officers of the Department of Education who possess full inspectorial powers and carry out inspections of schools, and that consideration was being given to the appointment of three additional inspectors. The Administering Authority concluded, after considering the question of appointing indigenous members to the Education Advisory Board and to district education committees, that at the present stage the approach to ultimate membership should be through preparatory periods as observers.

164. At its twenty-second session the Council adopted the following conclusions and recommendations:

The Council considers, in view of the fundamental importance of educational advancement in the Territory, that the Administering Authority should devote increasingly larger sums to this purpose. It notes with satisfaction that the Administering Authority is raising the standards of existing schools and that it is receiving the co-operation of mission authorities in this respect. It commends the Administering Authority for the increasing emphasis it is placing on teacher training.

The Council, noting that the diversity of the schools in the Territory at present is due to the linguistic and cultural differences of the students, hopes that the Administering Authority will continue its efforts to enable all children in the Territory to attend the same schools.

The Council takes note of the observations of the United Nations Educational, Scientific and Cultural Organisation on the educational situation in the Territory (T/1380), and commends them to the attention of the Administering Authority.

SECONDARY AND HIGHER EDUCATION

165. At 30 June 1957 the Administering Authority maintained one secondary school for indigenous students with an enrolment of sixty-two. It stated that post-primary (including secondary) and higher education would be made available to all students who qualify by satisfactorily completing their primary education and who possess a good knowledge of English. At present the Administration assists students in obtaining secondary education by granting allowances and scholarships for study in Australia. The number of children receiving assistance is as follows:

Secondary education allowance		Secondary scholarships	
European	258	Mixed race.....	42
Asian	191	Indigenous	22

166. At its twentieth session, the Council reiterated the hope that the Administering Authority would continue to consider the possibility of establishing a full secondary school system in the Territory in the near future. In its report for 1956-1957 the Administering Authority stated that this was its intention but that it proposed to use, at least until 1959, the facilities available both in the Territory and Australia.

167. At its twenty-second session the Council adopted the following conclusions and recommendations:

The Council, noting the great disproportion between the numbers of primary and secondary students, and confident that the improvement of the quality and the increase in the number of primary schools will lead to a rapid increase in the number of students qualified and willing to take advantage of secondary education, expresses the hope that the Administering Authority will provide the facilities and teaching staff which this expansion will require. In this connexion, the Council notes the long-term aim of the Administering Authority to provide full facilities for secondary education in the Territory itself.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

168. The Administering Authority states that information on the United Nations is provided in the social studies syllabus of the schools. A comprehensive section on the United Nations and its specialized agencies has been included in a social studies text-book, and more elaborate material is being prepared for the use of more advanced students. Other publications are being examined and those found to be suitable will be distributed to all territorial schools. Information material received from the United Nations Office of Public Information is distributed to schools, and films and other material are used.

169. At its twentieth session the Council noted the steps taken by the Administering Authority in the dissemination of information about the United Nations and hoped efforts in that direction would be continued, and

that particular emphasis would be given to disseminating information regarding New Guinea's status as a Trust Territory. In the report for 1956-1957, the Administering Authority stated that it had continued to give close attention to this question, and that the status of New Guinea had been adequately covered.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

170. The representative of the United States of America noted the increase in expenditure on educational services and also the number of administrative schools. He commended the Administering Authority on its efforts in the field of teacher training and primary education as demonstrated by the increase in the fund provided for these purposes.

171. The representative of Haiti suggested that the Administering Authority should intensify its efforts to strengthen the inspection personnel in schools.

172. The representative of New Zealand was gratified to note the rate of expansion both in the enrolment of indigenous pupils and the establishment of primary schools and also the increasing emphasis being made on teacher training. He expressed the hope that plans for increased facilities at the post-primary level would prove adequate to meet the increased need of future years.

173. The representative of Guatemala noted that considerable progress had been made during the year in primary education and should be commended, but the steps taken were still far from meeting the urgent needs of the Territory.

174. The representative of Italy stated that despite continued expansion of educational services, much remained to be done. He commended the Administering Authority for the way in which it was dealing with the problem of expanding and improving primary education. He attached importance to the work undertaken by religious missions in the educational field and said that the change in the system of grants-in-aid to mission schools would undoubtedly have a favourable effect on the mission schools.

175. The representative of China noted that progress had been achieved at the primary school level. He welcomed the change in the system of grants-in-aid to mission schools, which he believed had greatly improved the standard of those schools. He was also pleased to note that three more inspectors would shortly be appointed to strengthen the school inspection work.

176. The representative of Belgium paid homage to the considerable role played by the missions in the educational field. He noted the new schools recently opened, and stated that a sufficient and adequate inspection service would have to ensure the proper observance of the relevant regulations with regard to teaching and school administration.

177. The representative of the Union of Soviet Socialist Republics considered that the development of the educational system was one of the most important issues in the Territory, but stated that during the past two years there had not been the slightest progress. The problem of general primary education was far from settled. The educational level of the primary schools was highly inadequate, and many were not adequately controlled by the Administering Authority. He stated that the teaching level could be judged by the fact that the

Administering Authority was obliged to transfer more than 200 post-primary schools to the category of primary schools, and that this deserved the close attention of the Council and the Administering Authority.

178. The representative of the United Kingdom congratulated the Administering Authority on the progress being made in the educational field. He considered that universal literacy in English was one of the most important means of promoting progress in all fields of activity, and welcomed the steps which the Administration had taken to that end. He hoped that the Administration would be able to secure the full co-operation of the missionary societies in its present educational campaign. He noted with satisfaction that the Department of Education was working to ensure that eventually all schools would meet the required standards and that its supervisory and inspection staff had recently been increased.

179. The representative of France was gratified to note that the Administering Authority had taken into consideration the Council's recommendation, which suggested that the schools should be made more uniform and their curriculum simplified, and he felt that it should be congratulated for its efforts to increase the participation of the indigenous population in the educational advancement of the Territory. He stated that while special mention should be made of the importance which the Administration attaches to the raising of the level of education the Council should at the same time deplore the rather high rate of illiteracy among the adult population.

180. The representative of Burma noted the sums spent on education by the Administering Authority and missions and considered that these suggested the possibility of exploring means for a more effective use of education funds by the Administration.

181. He considered that the present situation in the Territory strongly suggested that the people wanted more Administration schools, and he felt that the Administration should use all possible means to meet their needs.

182. The representative of the Administering Authority stated that the Administering Authority, in co-operation with the missions, had embarked on an extensive programme designed to improve greatly the character of the instruction imparted in the schools in the Territory. The primary school system had been expanded and strengthened to comply with the higher standards now enforced. The basis had been laid on which could be erected an effective system of technical and secondary education. It was a foundation on which academic or university institutions might be built.

SECONDARY AND HIGHER EDUCATION

183. The representative of China was concerned at the slow progress being made in secondary education. He hoped that the Administering Authority would in the future pay particular attention to the expansion of post-primary educational facilities in the Territory.

184. The representative of India noted the urgent need for more facilities for secondary education in the Territory, and hoped that the Administering Authority would give immediate attention to this pressing problem.

185. The representative of the United States noted with satisfaction that secondary school facilities in the Territory as well as in Australia and Fiji were open to all qualified students. He commended the Administering Authority's educational policy, that the secondary education in Australia was not considered as the final answer

to the problem of providing higher education for the people of the Territory, but as an interim measure only.

186. The representative of Guatemala considered that the educational policy of the Administering Authority, in so far as it had neglected essential elements of secondary and higher education, should be changed in the immediate future, and hoped that urgent consideration would be given to providing the Territory with a centre of higher studies at the university level.

187. The representative of Belgium stated that one of the essential tasks of the Administering Authority in future years would be the establishment of solid rules for the setting up of a secondary educational system. This task was very delicate, because it depended largely on the opportunities provided at the primary level. He agreed therefore that at present the most important thing was to try to improve and extend primary education. It was also essential to promote intermediate education which would not be available merely to a very limited number.

188. The representative of the USSR noted the absence of secondary schools in the Territory and that only twenty-six indigenous students were judged able to attend high school in Australia. He did not think that the system of sending a few selected persons for secondary education in Australia was in conformity with the interests of the people or the purpose of the Trusteeship System.

189. The representative of the United Kingdom hoped that special attention would be paid to the development of secondary education as it had been to that of primary education, that the plans for establishing a full secondary school system within the Territory would be implemented in the not too distant future, and that efforts would be made to increase the number of pupils receiving secondary education.

190. The representative of Burma stated that it was quite clear that it was high time that the Administration drew up plans for the establishment of a fully developed secondary school system in the Territory in the very near future.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

191. The policy of the Administering Authority was summarized in a previous report of the Trusteeship Council to the General Assembly. At the twenty-second session of the Council the representative of the Administering Authority stated, *inter alia*, that it was still engaged in establishing the foundations for more speedy advancement and more intensive development in the Trust Territory as a whole, and that it was, therefore, far too early for it to lay down, with any approximation to precision, dates for the final attainment of the basic objectives of the Trusteeship System in the Territory, but that there could be no doubt of the Administering Authority's readiness to promote the attainment of the objectives of the Trusteeship System, in accordance with the freely expressed wishes of the people of the Trust Territory and their particular circumstances.

192. At its twenty-second session, the Council adopted the following conclusions:

The Council notes that the Administering Authority considers it impracticable to fix rigid targets and dates

in all fields of development for the attainment of the objectives of the Trusteeship System. In this connexion, the Council notes that the plan for bringing the entire Territory under control by 1959 may not be fully achieved and that the Administering Authority is reviewing the entire situation and will formulate a revised plan if this proves necessary.

The Council notes further that four new Local Government Councils were established during the year under review and three additional Local Councils have been proclaimed since 30 June 1957, bringing the total number in the Territory to thirteen. It also notes as an encouraging trend the appointment of twelve indigenous inhabitants as members on District Advisory Councils, and the continuation of the reorganization and general consolidation of the territorial administration, including the implementation of regulations for advancement of indigenous personnel from within the Auxiliary Division to the other divisions of the Public Service.

The Council is further encouraged to learn that reconnaissance surveys have already been completed in one district and will soon be instituted in other areas and that other more intensive investigations are also being carried out which will eventually make possible the formulation of long-term economic development plans for the whole Territory.

The Council, moreover, notes with satisfaction that the long-term aim of the Administering Authority is to

provide secondary education in the Territory itself for all qualified students.

Observations of members of the Trusteeship Council representing their individual opinions only

193. The representative of Guatemala hoped, in view of the important resolutions of the General Assembly and the Trusteeship Agreement, that appropriate consideration would be given to the problem of attainment of self-government or independence.

194. The representative of the Union of Soviet Socialist Republics stated that the situation in this Trust Territory showed that the interests of the indigenous inhabitants occupied a secondary place in the mind of the Administering Authority, and the measures it took were designed to consolidate the domination of a small minority representing the interests of the Administering Authority itself. In this connexion, the United Nations should receive indubitable and convincing evidence of the fact that the end purpose of the Trusteeship System, independence or self-government, would not turn into a mirage for the indigenous population. One of these proofs should be the setting of a time-table for the achievement of independence. Whatever the irritation shown by the Administering Authority towards the decisions of the General Assembly, it was the duty of the Council to remind the Administering Authority that it had not carried out the resolution of the General Assembly on this important issue.

Chapter IV

NAURU

I. GENERAL

Outline of conditions and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE; FUTURE OF THE NAURUANS

1. The Trust Territory of Nauru is a small island located in the central Pacific near the Equator with a land area of approximately 8.2 square miles. On 30 June 1957, the population totalled 4,303, of whom 2,093 were Nauruans, 373 Europeans, 732 Chinese and 1,105 other Pacific Islanders.

2. The Territory's only important economic resource consists of extensive deposits of phosphates; approximately three-quarters of the total land area (6.43 square miles) are classified as phosphate-bearing. At the present rate of extraction, it has been estimated by the Administering Authority that these deposits may be exhausted in roughly forty years at which time, it is believed, the remaining resources of the Territory will be insufficient to maintain the inhabitants at their accustomed standard of living. To meet this eventuality, the Administering Authority has been making continuing efforts to find a suitable area elsewhere for the planned and progressive resettlement of the Nauruans if and when this is decided upon.

3. The future of the Nauruan community has been a matter of concern to the Trusteeship Council which, at past sessions, has recommended both that the Administering Authority should intensify its efforts to formulate plans for resettlement at the earliest practical date and that there should be continuous consultations with the Nauruans on the matter, preferably through a standing joint consultative body. At its twentieth session, the Council, informed that the Nauruans were being fully consulted through a special committee of the Nauru Local Government Council created for the purpose, recommended that the Administering Authority continue efforts to find a practical solution of the problem of resettlement and that it submit to the Council concrete proposals which would accord with the wishes of the population and be in conformity with the provisions of the Charter and the Trusteeship Agreement. In response to this recommendation, the Administering Authority assured the Council that it was continuing its efforts and that it would report its proposals as soon as possible.

4. At its twenty-second session, the Council adopted the following conclusions and recommendation:

The Council notes the statement of the Administering Authority that it is continuing to give the fullest attention to the problem of the future of the Nauruan community in consultation with the special committee of the Nauru Local Government Council and that all possible courses of action are being studied. In this connexion, the Council welcomes the efforts being made to stimulate an increasing awareness of the problem among the Nauruan

people and notes the assurance that the Administering Authority's whole educational policy has been predicated upon their future needs.

The Council, noting that in the opinion of the Administering Authority no final solution of the problem can be reached until the Nauruan people understand all the issues involved and are equipped by general knowledge and technical and professional training to take full advantage of the choices which will ultimately confront them, and recalling its previous recommendation adopted at its twentieth session, recommends that the Administering Authority continue its efforts to find a solution of this problem, taking into account the views and wishes of the population and the relevant provisions of the Charter and the Trusteeship Agreement, and that it keep the Council informed of the action taken in regard to the future of the Nauruan community.

Observations of members of the Trusteeship Council representing their individual opinions only

FUTURE OF THE NAURUANS

5. The representative of India regretted that the annual report contained little information concerning the progress made towards solution of the Territory's basic problem which was the eventual resettlement of the Nauruans. He suggested that future annual reports should contain full and detailed information concerning the places visited, the consultations carried out with the Nauruans and the tentative plans and projects considered. He also suggested that the Administering Authority should launch a campaign to impress the Nauruans with the need to consider the problem with a certain degree of urgency and to save considerable sums of money for their future needs.

6. The representative of the United States of America was gratified to note the efforts of the Administering Authority to find a suitable locale for resettlement and that it was in continuous consultation with the Nauru Local Government Council concerning the problem. He hoped that these efforts would be continued vigorously in the future and that the Administering Authority would give in its annual report a detailed review of the progress achieved.

7. The representative of Haiti considered it important that a rapid decision be reached on the resettlement of the Nauruans. He hoped that the next annual report would contain a detailed schedule for resettlement, setting forth the housing and other requirements on the basis of the estimated population at the time of resettlement, the appropriate cost of removal and the means of achieving it.

8. The representative of China hoped that the Administering Authority would soon be able to inform the Council of the progress made in regard to the general plans for possible resettlement, and the views of the Nauruans.

9. The representative of Belgium pointed out that, regardless of the final solution of the resettlement problem, the immediate need was to equip the Nauruans for all future possibilities. The Administering Authority was dealing with this problem by trying to develop a sense of responsibility in the Local Council members and by providing education and training suited to the Territory's special needs.

10. The representative of France expressed confidence that the Administering Authority would find a satisfactory solution to the problem of resettlement.

11. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had submitted no proposals for a solution of the problem of the future of the Nauruans in spite of the recommendation adopted by the Trusteeship Council in 1957 to the effect that the Administering Authority should submit to the Council concrete proposals for the solution of this problem in accordance with the wishes of the population and in conformity with the provisions of the Charter and of the Trusteeship Agreement. He pointed out that the future of the Nauruans depended very much on the utilization of the phosphates. If the rich deposits of phosphate were utilized for the Nauruans they would provide the necessary resources for the creation of industries, for example, a fishing industry for exporting fish products or for the purchase and operation of some merchant ships, etc., and that probably would be able to provide for all the future needs of the population and the question of resettlement thus might not even arise. Therefore, it was the duty of the Trusteeship Council to demand the restoration of the sovereign right of the indigenous inhabitants to dispose freely of their natural wealth and resources.

12. The representative of the United Kingdom pointed out that it was impossible to make detailed plans for a situation which would not arise for some forty years when the wishes of the Nauruans might have changed. He thought it might be helpful for the Administering Authority to undertake a social and anthropological survey of the Nauruans in order to anticipate their problems and needs and that every effort should be made to equip them for the future by education and by setting aside a part of their resources.

13. The representative of Guatemala hoped that efforts would be made to reach an early and definitive solution of the problem of resettlement, bearing in mind the freely expressed wishes of the Nauruans, the provisions of the United Nations Charter and the principle that the Nauruans should benefit from the exploitation of the Territory's natural resources.

14. The representative of Italy was convinced that the whole problem of resettlement required the most careful consideration in all its aspects and he was gratified to note the attention being given to educational preparation. Stressing the importance of close consultations with the Nauru Local Government Council, he hoped that as the Nauruans became increasingly aware of the problem through education and discussion, it would be possible to work out a satisfactory plan.

15. The special representative of the Administering Authority said that the Administering Authority was studying all possible courses of action and would continue to give the fullest attention to the problem of the future of the Nauruans in consultation with the special committee of the Local Government Council. The Administering Authority was convinced, however, that no final

solution could be reached until the Nauruans understood all the issues involved and were equipped by general knowledge and professional training to take full advantage of the choices which would ultimately confront them.

II. POLITICAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

16. The administration of Nauru is vested in an Administrator who is responsible to the Australian Government through the Minister of State for Territories and has the power to make ordinances for the peace, order and good government of the Territory. There is no executive or legislative council, but certain local government matters are handled by the Nauru Local Government Council which consists of nine elected members.

17. The functions and powers of the Nauru Local Government Council have been fully described in the Trusteeship Council's report covering the period 1955-1956.¹ Briefly, it is generally responsible for the peace, order and welfare of the Nauruans and it may make rules to that end, subject to their approval by the Administrator. It may also advise the Administrator in relation to any matter affecting Nauruans, including the making of new ordinances or regulations and the repeal or amendment of existing ones. The Administrator may, nevertheless, act in opposition to the advice of the Council on any matter where, in his opinion, he is justified in doing so.

18. At previous sessions, the Trusteeship Council has been concerned to see the eventual extension of the Local Government Council's powers and the development of a legislative organ with powers in the territorial field. At present, however, according to statements by the Administering Authority, the immediate problem is to encourage the Local Government Council to exercise all the powers which it already possesses. The Administering Authority assured the Trusteeship Council at its twentieth session that everything possible was being done to educate the members of the Local Government Council in their responsibilities and duties and that as soon as the Council exercised its powers to the full, the Administering Authority would gladly consider granting it additional ones. The Trusteeship Council, noting this statement, urged the Administering Authority to continue its efforts and reiterated its previous hope referred to above.

19. One of the difficulties to which the Administering Authority has referred in the past has been a tendency for the work of the Local Government Council to be delayed by a reluctance on the part of its members to take decisions on controversial matters without consulting their constituencies. The Administering Authority reported that the Council had adopted two rules since the close of the year under review, one for the erection and maintenance of buildings in the districts and the other to control the disposal of rubbish. It had not, however, shown much initiative with respect to the making of rules within its competence or in the examination of proposed new ordinances referred to it for comment. The Social Services Ordinance, 1956, has not yet been brought into op-

¹ Official Records of the General Assembly, Eleventh Session, Supplement No. 4 (A/3170), p. 327.

eration as the Council had not determined how the costs of the scheme were to be financed.

20. At its twenty-second session, the Council adopted the following recommendations:

The Council, recalling its previous recommendation adopted at its twentieth session, urges the Administering Authority to continue to use all means at its disposal to encourage and assist the Nauru Local Government Council in the fuller exercise of its powers. In this connexion, the Council, noting with interest the efforts of the Administering Authority to bring home to the Nauru Local Government Council the desirability of exercising the power given to it in 1956 to levy rates and taxes, expresses the hope that the latter organ will introduce some form of local taxation thereby stimulating local government activities and strengthening the sense of democratic responsibility among the Nauruan people. The Council trusts that as the Local Government Council performs its present functions more fully, the Administering Authority will grant to it broader powers.

CONSULTATION WITH THE INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

21. The annual report of the Administering Authority does not indicate that any consultations with the inhabitants specifically in regard to measures taken or contemplated towards self-government took place during 1956-1957. The Administering Authority has stated, however, that it is in full and close consultation with the special committee of the Nauru Local Government Council in regard to the formulation of plans for the possible resettlement of the Nauruan community.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

22. All adult Nauruans over twenty-one years of age are entitled to enrol as electors in their home districts. They are eligible to vote and eligible for election in the district in which they are enrolled. Voting is compulsory and by secret ballot.

23. At its twentieth session, the Trusteeship Council, noting with satisfaction that elections are held by direct, universal adult suffrage with a secret ballot, considered that the electoral laws would be further improved if the position of Returning Officer was held by some person other than the Administrator, and that appeals in connexion with an election should lie to a court. In response to this recommendation, the Administering Authority stated in its annual report for 1956-1957 that it was giving consideration to an amendment of the Nauru Local Government Council Ordinance which would change the provision that the Administrator may act as Returning Officer and would provide for appeals in connexion with an election to lie to the Central Court.

CIVIL SERVICE; TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

24. At the end of June 1957, there were 336 established posts in the public service, of which 312 were filled by Nauruans. Additional Nauruans are employed on a temporary or casual basis. All positions in the service are open to Nauruans who have the necessary qualifications and experience.

25. At past sessions the Trusteeship Council has been concerned to see an increased participation by Nauruans

in higher administrative posts and also in the phosphate mining industry. In this connexion, the Administering Authority has stated that it is its established policy to work towards the introduction of Nauruans into increasingly high positions in the Administration and that training programmes, including a cadetship scheme, were being actively pursued with this end in view. At its twentieth session, the Council noted an assurance by the Administering Authority that as these programmes provide Nauruans with the necessary technical knowledge, more of them would be appointed to responsible posts in the Administration and on the staff of the British Phosphate Commissioners. The Council recommended that the Administering Authority continue these efforts in order that the appointment of Nauruans to responsible posts should be achieved as rapidly as possible.

26. In its annual report for 1956-1957, the Administering Authority stated that it was continuing to develop and implement the training programmes. The Council was informed at its twenty-second session that three more cadetships had been awarded, two for teaching and one for personnel and administrative work. On-the-job training had also been continued. One additional Nauruan magistrate had been appointed and the position of Nauruan Affairs Officer had been replaced by a new position of Administrative and Nauruan Affairs Officer to which the former Nauruan Affairs Officer had been promoted.

27. At its twenty-second session, the Council adopted the following recommendation:

The Council welcomes the appointment of an additional Nauruan magistrate of the District Court. Bearing in mind its previously expressed concern to see Nauruans appointed to additional senior positions in the Administration and also to similar positions in the phosphate industry, and noting the assurance of the Administering Authority that this is the established policy of the Administration and that as Nauruans acquire the necessary qualifications and administrative capacity through the educational and training programmes, including in-service training, which are now being pursued, more of them will be appointed to responsible posts, recommends that the Administering Authority persevere in its efforts in these related matters and continue to inform the Council on the development and implementation of its current training plans which provide for technical education and for on-the-job training.

JUDICIARY

28. The judicial system of the Territory is separate from the executive except at the highest level where an appeal against a judgement of the Central Court lies to a Court of Appeal consisting of the Administrator. At its twentieth session, the Trusteeship Council noted with satisfaction that a new Judiciary Ordinance was under consideration which would amend the constitution of the Court of Appeal in order to establish a complete separation between the judiciary and the executive. This draft ordinance came into effect on 6 December 1957.

29. At its twenty-second session, the Council adopted the following conclusion:

The Council, congratulating the Administering Authority on the coming into operation of the new Judiciary Ordinance which provides for complete separation between the executive and judiciary, considers that this represents an important element in the Territory's political advancement.

Observations of members of the Trusteeship Council representing their individual opinions only

DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND THE EXTENSION OF THEIR POWERS

30. The representative of India urged that more work should be given to the Nauru Local Government Council and that it should be consulted on all problems related to the resettlement and economic well-being of the Nauruans.

31. The representative of the United States of America urged the Administering Authority to continue its efforts and seek all possible ways of inducing the Local Government Council to exercise its powers to the full.

32. The representative of Haiti noted with satisfaction the efforts of the Administering Authority to stimulate political thought among the Nauruans. He was disturbed, however, at the reluctance of the Local Government councillors to exercise their powers to the full and he suggested that they might be stimulated into taking more initiative if some exceptions were made to the rule that all their decisions are subject to approval by the Administrator. He believed also that some efforts should be made to encourage political organization.

33. The representative of China was concerned at the lack of initiative shown by the members of the Local Government Council. He hoped that the Social Services Ordinance would be put into effect without further delay and that when the Council exercised its power to levy taxes it would be further empowered to consider ways and means of raising additional revenue for various economic projects.

34. The representative of France observed that rapid political transformation could not be expected in a community as small as Nauru. He noted with satisfaction that there was a spirit of collaboration and mutual trust in the relations between the Local Government Council and the Administrator which should accelerate political progress.

35. The representative of the Union of Soviet Socialist Republics said all that Nauru had at present was a local government council with less power than was usually granted to a municipal organ and with jurisdiction over only half the population. But the Nauruans, like other peoples, had the right to have their representative legislative and executive organs with full powers to decide all questions related to the Territory's life: political, financial questions, all questions concerning the phosphates, etc. He considered that the Trusteeship Council should recommend that the Administering Authority take the necessary measures to create such representative organs of the Territory in the nearest future.

36. The representative of the United Kingdom said that the reluctance of the Local Government Council members to exercise their powers without consulting their constituents was not surprising in view of the smallness of the Nauruan community. The Administering Authority should continue to exhort and to offer the Nauruans every incentive to take the initiative in managing their own affairs but should not attempt to force matters.

37. The representative of Italy believed that the efficiency of the Local Government Council would be increased if its activities were at least partly financed by the Nauruan community.

38. The representative of Burma regretted that no programme had been laid down to enable the Nauruans to exercise a greater measure of autonomy. He considered that the lack of progress in this field deserved priority consideration in any future programme of the Administering Authority.

39. The special representative of the Administering Authority said that the Local Government Council already possessed sufficient powers to enable it to exercise considerable influence not only in local government but also in territorial affairs. In the local government field its powers were extensive and on territorial matters the Administrator, in practice, would only disregard the advice of the Council if he felt fully justified in doing so. The Administering Authority considered that the Council's present powers corresponded to the degree of political maturity attained by the people.

CONSULTATIONS WITH THE INDIGENOUS INHABITANTS IN REGARD TO MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

40. The representative of Guatemala said that note should be taken of the fact that no consultations with the indigenous inhabitants specially in regard to measures taken or contemplated towards self-government were reported to have taken place during the year under review.

DEVELOPMENT OF UNIVERSAL SUFFRAGE AND DIRECT ELECTIONS

41. The representative of Guatemala regretted that, until the planned amendment to the Local Government Council Ordinance came into effect, appeals in regard to elections still lay to the Administrator.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

42. The representative of India urged the Administering Authority to intensify its efforts to increase participation by Nauruans in the Administration and the phosphate industry.

43. The representative of the United States commended the Administering Authority on the large number of Nauruans employed by the Administration and on the training scheme for Nauruan civil servants. He hoped that this training would be continued and expanded.

44. The representative of the USSR said that the Administering Authority should draw up detailed plans for the replacement of Europeans in all leading posts in the Administration.

45. The representative of Guatemala regretted that there were no specific and concrete plans which would lead to the early appointment of Nauruans to more responsible posts in the Administration.

46. The representative of Italy noted with gratification the large number of Nauruans employed by the Administration and commended the Administering Authority for its policy of appointing Nauruans to administrative positions for which they qualified.

47. The representative of Burma regretted that so far only one Nauruan had achieved a position of responsibility in the Administration.

48. The special representative of the Administering Authority said that it was established policy to work towards the introduction of Nauruans into senior positions both in the Administration and the phosphate industry, and this would be accomplished as soon as they obtained

the necessary qualifications as a result of the training programmes provided for them. It was a matter of regret that, despite the exceptional educational facilities furnished by the Administering Authority, more Nauruans had not yet attained suitable qualifications for senior appointments but they were now taking advantage of these facilities and he hoped that the results would be seen in the not too distant future.

JUDICIARY

49. The representative of Haiti urged the Administering Authority to put an end to the system whereby magistrates and judges receive their salaries from the Territorial Administration.

50. The representative of China expressed his gratification at the adoption of the new Judiciary Ordinance providing for complete separation between the executive and the judiciary.

III. ECONOMIC ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

51. The economy of Nauru is entirely dependent on the phosphate industry. There is very little land suitable for cultivation and, although the Administering Authority is endeavouring to encourage the development of the Territory's limited agricultural potential by providing training and demonstration for the Nauruans, the possibilities are restricted by lack of suitable water supplies. Intensive efforts to find a supply of subterranean water by sinking a number of test boreholes proved unsuccessful and the search for water was abandoned in December 1957. Fish abound in the surrounding sea and large numbers are caught for local consumption. An administration proposal to provide technical assistance and funds for the development of a fishing industry, which was noted by the Trusteeship Council in its previous report, is still under consideration by a committee of the Nauru Local Government Council. The Trusteeship Council has in the past evinced continuing interest in the efforts of the Administering Authority to develop agriculture and fisheries and at its twentieth session it expressed the hope that these efforts would be vigorously pursued and would meet with success in the near future.

52. The Territory's sole export is phosphate, valued at £2,236,808 in 1956-1957. During the same year, imports, chiefly from Australia, totalled £1,170,218, an increase of £292,218 over the preceding year.

53. At its twenty-second session, the Council adopted the following recommendation:

The Council, noting with satisfaction the efforts of the Administering Authority to develop and diversify the economy of the Territory, welcomes its decision to provide funds for the creation of a fishing industry and hopes that urgent consideration will be given to the preparation of all the necessary plans. The Council further hopes that this may ultimately develop into an export industry.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

54. Under the terms of the Nauru Agreement of 1919, all expenses of the Administration, so far as they are not met by other revenue, are paid by the British

Phosphate Commissioners out of the proceeds of phosphate sales. Other revenue is obtained from import duties, postal services and sundry items. There is no direct taxation, although an ordinance promulgated in 1956 empowers the Local Government Council to levy rates and taxes. Revenue received by the Administration during 1956-1957 totalled £218,916, as compared with £261,164 the previous year. This consisted of £198,064 paid by the British Phosphate Commissioners and £20,852 from the other sources mentioned above. Expenditures totalled £302,349 in 1956-1957 compared with £257,274 during the preceding year.

55. Since 1946-1947 a royalty of 10½d. per ton has been paid on phosphate to cover the repayment of an advance of £350,000 to the Administering Authority for the reconstruction and rehabilitation of Nauru at the end of the war in the Pacific. Repayment of this advance was completed during 1956-1957. Another royalty of 9d. per ton is paid on phosphate exported for the amortization of an advance of £303,775 by the British Phosphate Commissioners for the construction of homes for Nauruans. The balance owing at 30 June 1957 was £4,764.

56. Apart from its contribution to the general revenue of the Territory, the phosphate industry pays royalties to three funds designated for specific purposes. The first is the Nauru Royalty Trust Fund which is reserved for the purpose of financing such activities of the Nauru Local Government Council as are approved by the Administrator. The Fund is maintained from the proceeds of a royalty of 3d. per ton of phosphate exported. Its income during 1956-1957 amounted to £17,584 and the credit balance at 30 June 1957 was £10,469.

57. The two other funds are intended to meet the economic needs of the Nauruan community in the future. Out of a royalty of 10d. per ton payable to the Nauruan landowners, 2d. is invested on their behalf in the Nauruan Landowners Royalty Trust Fund, which at 30 June 1957 had a balance of £208,341. A separate royalty of 5d. per ton is paid into the Nauruan Community Long-Term Investment Fund, which had a credit of £211,696 on 30 June 1957. As was noted in the previous reports, negotiations were in progress during 1956-1957 between the Local Government Council and the British Phosphate Commissioners for an increase in the royalty rates.

58. During the year under review, shipments of phosphate from Nauru totalled 1,278,176 tons valued at £2,236,808. In addition, 300,666 tons were exported by the British Phosphate Commissioner from Ocean Island and they also purchased and distributed a total of 394,431 from mining companies on other islands. The trading account for all operations during the year showed a net credit of £3,080,575 for phosphate sales and a net cost, including royalty and other payments, of £3,076,304.

59. The total amount payable from phosphate proceeds in respect of the administration and the Nauruans in 1956-1957 was £397,164, compared with £477,343 the preceding year.

60. At its twentieth session, the Council recommended that the Administering Authority should submit the fullest possible information concerning the operations of the British Phosphate Commissioners as specifically related to Nauru. It also suggested that the Administering Authority should review the present system whereby the Commissioners make direct payments to cover the expenses of the Territorial administration in order to

remove any possibility that the Commissioners might exercise influence on the Territory's budget.

61. In its annual report for 1956-1957, the Administering Authority noted the first recommendation and assured the Council that it would continue to furnish the fullest information available on the operations of the Commissioners in respect of Nauru. In response to the Council's further suggestion, it reiterated earlier assurances that the present system of direct payments had not and would not result in the Commissioners exercising any budgetary control over the Territorial administration. The Council was further informed that the Administering Authority had fully considered the possibility of changing the system but was convinced that it was in the Territory's best interests.

62. At its twenty-second session, the Council adopted the following recommendation:

The Council reiterates the hope that the negotiations between the Nauru Local Government Council and the British Phosphate Commissioners might lead to an early increase in the royalty rates paid to the Nauruans; endorses the policy of the Administering Authority that any increase should apply mainly to the Nauruan Community Long-Term Investment Fund; and requests the Administering Authority to inform it of the results of the negotiations.

LAND TENURE

63. With the exception of 207 acres owned by the Administration, almost all the land in the Territory is owned by Nauruans. Most of the Administration's land titles date from the former German administration but approximately 97 acres non-phosphate-bearing land was acquired in 1952 for the purposes of an aerodrome after consultation with the Council of Chiefs.

64. In 1956 the Council was apprised through its Visiting Mission of a request by the Local Government Council for the return of the airstrip land to indigenous ownership. On the Council's recommendation, the Administering Authority examined this matter and reported that a decision had been reached that the airstrip was needed in the general interests of the Nauruan community and that, in order to accommodate four-engined aircraft, it should be expanded, making use of land included in the original acquisition. In response to a request made by the Council at its twentieth session for information concerning the air traffic which was expected to use the airstrip, the Administering Authority further explained that it was intended primarily for emergency use for medical and other purposes. The Council was informed at its twenty-second session that some of the landowners who continued to object to the acquisition of the land had not yet lodged their claims for compensation. It was therefore the intention of the Administration to establish a trust account to cover outstanding claims and all subsequent payments of compensation would be made from this account.

65. At its twenty-second session, the Council adopted the following recommendation:

The Council notes the statement of the Administering Authority that the airstrip, which is intended primarily for emergency use for medical and other purposes for the benefit of the Territory, has been enlarged at the behest of the civil aviation authorities. The Council hopes that the dispute which still exists in regard to the payment of compensation for some of the land thus used will be settled to the satisfaction of all parties concerned and requests the Administering Authority to keep it duly informed of progress in this regard.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

66. The representative of the United States of America, noting that the search for a subterranean water supply had been finally abandoned, commended the Administering Authority for its diligent efforts.

67. The representative of Haiti congratulated the Administering Authority on having carried forward the economic development of the Territory.

68. The representative of China observed that with the abandonment of the search for water supplies to develop agriculture, the plans for a fishing industry assumed greater importance.

69. The representative of France, noting that great attention was being given to the establishment of a fishing industry, observed that there might be possibilities of exporting processed fish products. The development of the industry would, however, require much time and perseverance.

70. The representative of the Union of Soviet Socialist Republics said that the Trusteeship Agreement was being used by the Administering Authority as a cover for robbing the indigenous inhabitants of the Territory, that without consent of the population the soil of the Territory which happened to be phosphates was being taken away on the basis of a colonial agreement, concluded long ago. The three Governments composing the Administering Authority had established a special company whose only purpose was to deprive the indigenous inhabitants of Nauru of their only wealth—phosphates. The Administering Authority had agreed under article 5 of the Trusteeship Agreement to respect the rights and safeguard the interests, both present and future, of the people of Nauru, but this promise had remained a dead letter. The Council should adopt recommendations to correct this situation.

71. The representative of Italy hoped that the Local Government Council would give its assent to the proposal to develop a fishing industry which might provide an additional source of revenue for the Territory.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

72. The representative of India suggested that, with the repayment of the two advances made by the British Phosphate Commissioners for post-war rehabilitation and Nauruan housing, the royalties used to amortize these advances should be paid to the Nauruan Community Long-Term Investment Fund. Bearing in mind that only 19 per cent of phosphate proceeds was paid to the Nauruans in one form or another, he thought that the three Administering Powers would have little difficulty in convincing the British Phosphate Commissioners of the need to increase payments to the Long-Term Investment Fund even though it would necessitate increasing the price of phosphates. He suggested that the Administering Authority should give the Council more detailed information concerning the current negotiations for an increase in the royalty rates and that it should carry out a programme to impress on the Nauruans the need to increase royalties for investment rather than direct payments.

73. He still had doubts concerning the system whereby the British Phosphate Commissioners bore almost all the costs of the Administration and he asked that the Ad-

ministering Authority should consider further the practicability of raising the necessary Territorial revenue by means of an export tax on phosphates. He also believed that some system of consultation should be worked out which would permit the Nauruans to have a voice in the administration of the phosphate industry.

74. The representative of China believed that the desire of the Nauruans for an increase in royalty rates deserved most sympathetic consideration. He endorsed the policy of the Administration to place emphasis on building up a fund adequate to meet the cost of ensuring the future well-being of the Nauruan Community and agreed with the Administering Authority that the increase in royalty should go mainly towards the Nauruan Community Long-Term Investment Fund.

75. The representative of the USSR said that the Nauruans were being plundered of their phosphate wealth for which they received only pennies which could not in any way compensate for the losses suffered by the Territory. The present situation whereby the British Phosphate Commissioners operated without any control must be radically changed and the Nauruans themselves had to have the right to decide how and by whom the phosphates should be extracted, the price to be paid and so forth.

76. The representative of Guatemala hoped that the Administering Authority would reconsider its position in regard to changing the present system of financing the Territory's budget and also in regard to the provision of full information concerning the operations of the British Phosphate Commissioners as specifically related to Nauru, including the prices at which the phosphate was sold. He considered that this information was necessary for the Trusteeship Council's appraisal of conditions in the Territory.

77. The representative of Italy hoped that the current negotiations for an increase in phosphate royalties would shortly lead to a satisfactory agreement.

78. The special representative of the Administering Authority, referring to the request for more detailed information on the operations of the Phosphate Commissioners in Nauru, explained that since the operations covered other territories it would be practically impossible to provide a separate cost accounting for Nauru. He thought that it would not be proper for the Council to request confidential information relating to the Commissioners' operations in other territories and he believed that the publication of such information relating to an industrial undertaking in a Trust Territory could impede the proper development of its economic resources.

79. He stated that the Administering Authority had fully considered the possibility of substituting an export tax on phosphate for the present system of direct financing by the Phosphate Commissioners, but it was convinced that it could best discharge its obligations under the Charter and the Trusteeship Agreement by impartially and objectively determining the financial requirements of the Territory independently of the quantity of phosphate that may or may not be produced in the course of a given financial year. He assured the Council that the present system could not result in any form of control by the Commissioners over the Territorial budget.

LAND TENURE

80. The representative of India asked for further information as to whether it would be possible to relocate the airfield on other than cultivable land.

81. The representative of the USSR said that only lack of concern for the well-being of the Nauruans could explain the fact that the Administering Authority had taken away large areas of cultivable land from the indigenous inhabitants in order to expand the airfield in spite of the protests on the part of the indigenous inhabitants and in spite of the fact that there was lack of cultivable land in Nauru and that the Nauruans did not need an airfield capable of receiving four-engine planes.

IV. SOCIAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

PUBLIC HEALTH

82. Medical and dental services are provided free of charge by the Administration and the British Phosphate Commissioners. Expenditure on health services during 1956-1957 amounted to £40,913, representing an increase of £10,629 over the preceding year.

83. The Public Health Department had a staff of seventy-one persons at 30 June 1957, compared with forty-three the preceding year; fourteen of the additional staff were, however, classified as domestic personnel. The staff in 1957 included five Europeans (governmental medical officer-in-charge, dental officer, matron and two nurses), four Nauruan medical practitioners and forty-eight other Nauruan medical staff.

84. The Administration maintains a modern general hospital, the construction of which was completed during the year under review, with twenty-nine beds and separate wards for children, maternity, surgical infections and mental cases. The general hospital also maintains two out-patients clinics, a dental clinic, and also eight infant welfare and three ante-natal field clinics. There are separate hospitals for tuberculosis (the capacity of which was increased from fourteen to twenty-four beds in 1957) and leprosy (ten beds). Each of these hospitals maintains a clinic for out-patients.

85. The British Phosphate Commissioners maintain two hospitals, one for European employees (ten beds) and the other for Chinese, Gilbert and Ellice Island employees. The capacity of the latter was increased from ninety-six beds in 1955-1956 to 140 at the end of June 1957, the increase being due to the construction of a new tuberculosis wing which, when completed, will contain four wards with fifty-six beds. The staff consisted at 30 June 1957 of twenty-six medical personnel (an increase of four over the preceding year) including a European registered medical practitioner, a trained nurse, a dispenser and twenty-three orderlies and probationers.

86. At its twentieth session, the Trusteeship Council noted with satisfaction the increase in medical staff which occurred during 1955-1956 and hoped that the Administering Authority would continue to develop the medical services taking appropriate measures to increase the number of trained Nauruans. As indicated above, there was a further increase in medical staff during 1956-1957. In addition, two Nauruan medical students and one dental student were in training at the Central Medical School, Suva, during the year and two Nauruan nurses returned to the Territory after completing their training. On-the-spot training continued to be given to the Nauruan medical staff in the Territory.

87. Tuberculosis continues to be one of the most prevalent serious diseases and the Trusteeship Council

has in the past been concerned to see further measures for its control and prevention. During 1956-1957, a survey of the whole population was carried out by a team supplied by the New South Wales Anti-Tuberculosis Association during which every person was examined by X-ray and skin tests. Forty-seven cases of tuberculosis were found among the Nauruans, twenty-one among the Gilbert and Ellice Islanders and sixty-eight among the Chinese community. All active cases were hospitalized and six Nauruans requiring surgery were sent to Australia. Non-infective cases are receiving regular treatment at the out-patient clinics. In future, all persons, other than permanent residents, will be required to obtain chest X-rays before, or upon, arriving in the Territory. The Administering Authority believes that these measures, together with the B.C.G. vaccination of all persons found susceptible to infection, should provide an effective control of the disease in the future.

88. At its twenty-second session, the Council adopted the following recommendation:

The Council, commending the Administering Authority on the progress achieved in the field of public health, notably on the completion of the new general hospital which provides the Nauruans with modern and advanced medical facilities, and the measures taken for the prevention of disease, including tuberculosis control, expresses its confidence that the Administering Authority will continue its efforts to improve qualitatively health services and sanitary conditions, and to train Nauruan medical personnel for professional posts in the health services.

LABOUR

89. The principal employers are the British Phosphate Commissioners and the administration. Owing to the size of its labour requirements the phosphate industry employs both Nauruans and also Chinese and Gilbert and Ellice Islanders who are recruited under contract. The total number of employed persons increased from 1,904 to 2,131 at the end of June 1957. A noteworthy development during the year under review was the entry into force on 17 September 1956 of the Workmen's Compensation Ordinance, which provides for the payment of compensation to workers for injuries arising out of or in the course of their employment.

90. The Nauruan basic minimum wage is determined on the principle of the cost of living of a married couple and is reviewed at six-monthly intervals by the Administration in consultation with the Nauruan Workers Organization, which is the only trade union in the Territory. At 30 June 1957, the basic wage was £4 16s. 9d., an increase of 1s. 9d. over the previous year. In addition, a dependants' allowance is paid which varies by 1d. for every variation of 9d. in the basic wage. At the end of June 1957 this allowance was 10s. 7d. The minimum wages of unmarried youths and women are determined as percentages of the adult male basic wage. The wage scale of immigrant labour employed by the British Phosphate Commissioners is based on that prevailing at the place of recruitment.

91. At its twentieth session, the Trusteeship Council suggested that the Administering Authority might eliminate any differentiation in pay scales between Nauruans and immigrant groups by providing a single pay scale covering the various job descriptions. It also considered that the Administering Authority should encourage the British Phosphate Commissioners to establish an equal work week for all groups engaged in the phosphate industry. In the report under review, the Administering

Authority stated that both these suggestions were under consideration.

92. The Council hoped that the Administering Authority would increase its efforts to raise the capacity and skill of workers. In response to this, the Administering Authority stated that its policy was to provide Nauruans with the necessary training to enable them to take a progressively more significant part in the work of administration and industry. It believed that, with the existing training facilities and the opportunities available for education, the achievement of this policy depends mainly on the potentialities and efforts of the Nauruans. Training programmes, including on-the-job training, are provided by both the Administration and the British Phosphate Commissioners. It was reported, however, that during 1956-1957 it was difficult to obtain suitable candidates for the latter's apprenticeship scheme owing to the small number of Nauruan youths leaving school and the greater attraction of professional, administrative and other occupations.

93. At its twenty-second session, the Council adopted the following conclusion and recommendations:

The Council, reiterating its suggestions made at its twentieth session that the Administering Authority should take appropriate measures to eliminate any differentiation in pay scales and working hours between Nauruans and immigrant groups, noting on the other hand the statement of the Administering Authority that these matters are under consideration, expresses the hope that progress will be achieved in this connexion and that full information thereon will be provided in the next annual report.

The Council also notes with satisfaction that the Workmen's Compensation Ordinance, which entered into force during 1956, is in consonance with similar legislation in advanced countries.

The Council expresses the hope that, through the joint efforts of the Administering Authority and the Local Government Council, the British Phosphate Commissioners will secure the necessary area for the erection of married peoples' quarters for immigrant workers.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

94. The representative of India commended the Administering Authority on the very high expenditure on social services.

95. The representative of the Union of Soviet Socialist Republics pointed out that there was still practised in Nauru racial discrimination between Europeans and indigenous and other inhabitants in the fields of labour, health and education and said that the Trusteeship Council should call for the removal of all forms of racial discrimination in the Territory.

PUBLIC HEALTH

96. The representative of the United States of America welcomed the completion of the tuberculosis survey and hoped that as a result tuberculosis would soon be eradicated, or nearly so, in the Territory.

97. The representative of Burma was impressed by the social welfare services, including the provision of free medical treatment and hospitalization.

98. The representative of China commended the Administering Authority for the steps taken for the control of tuberculosis in the Territory. He hoped that the Ad-

ministering Authority would intensify its efforts in the fields of sanitation and hygiene and the training of Nauruan medical personnel.

99. The representative of the USSR said that the incidence of tuberculosis had been constantly increasing and that separate hospitals and sections for various racial groups were still maintained in the Territory. The Administering Authority should take measures to prepare physicians from among the indigenous inhabitants.

LABOUR

100. The representative of Guatemala hoped that the Administration and the British Phosphate Commissioners would increase their efforts to raise the living standard of workers, and that the minimum wage would be estimated on the basis of the requirements of a married couple with two children.

101. The representative of the USSR said that the Administering Authority should take steps to remove all racial discrimination in regard to labour, to take necessary measures for the protection of workers in the Territory and to abolish existing wage differences based either on race or sex.

HOUSING

102. The representative of China regretted that the housing situation of the immigrant workers did not seem to have improved. He urged the Administering Authority and, through it, the British Phosphate Commissioners to take the necessary measures to ameliorate the situation.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions and recommendations adopted by the Trusteeship Council

GENERAL

103. Education is free and compulsory for all children between the ages of five and fifteen (if European) and seventeen (if Nauruan). At 30 June 1957, there were 487 pupils in administration schools and 199 pupils in a school run by a Roman Catholic mission. The teaching staff in the administration schools consists of nine qualified European teachers, nineteen Nauruan teachers (including one Nauruan domestic science teacher who joined the staff in 1957 after completing two years' professional training in Australia) and one Gilbertese teacher. Expenditure on Nauruan education totalled £35,595 during 1956-1957 compared with £26,335 the preceding year. In addition, £9,343 was spent on new school buildings.

104. The Administration maintains a consolidated primary, a secondary, a European and a Gilbert and Ellice Islanders' school. The Administering Authority has explained that, although the names of the last two schools describes the race of the majority of the pupils attending them, there are Europeans and Gilbert and Ellice Islanders in Nauruan schools and some Chinese in each of the schools. European children normally go to Australia for their secondary education and during 1956-1957 there were no Europeans in the secondary school. Education is at present provided only up to the secondary (intermediate) level and Nauruans desiring higher or vocational training proceed overseas. At 30 June 1957, there were thirty-four Nauruans studying in Australia, of whom thirty-one were at the secondary stage, one was

receiving teacher training and two were administration cadets. In addition, there was one other Pacific Islander in New Zealand and three Nauruans were attending the Central Medical School at Suva, Fiji.

105. As stated in previous reports, the district primary schools were consolidated in 1954 in order to improve the efficiency and quality of the primary school system. Construction was begun of a single school building to house all pupils in grades II to VI, leaving the district school buildings to cater for the younger children in the preparatory grade and grade I who are best accommodated near their homes. During 1956-1957 further progress was made with the new school building which was expected to be substantially completed by the end of 1957. The Administering Authority informed the Council in 1957 that the reorganization had resulted in a general improvement in primary education which would eventually be seen in the examination results at the secondary level.

106. At its twentieth session, the Council hoped that when sufficient numbers of students came up from the junior levels, the Administering Authority would accelerate the extension of the secondary course up to university matriculation standards. The Council also recommended that the Administering Authority should continue its efforts to provide Nauruan students with higher education.

107. In the annual report for 1956-1957, the Administering Authority commented that the small number of pupils at the higher secondary level made it impractical to consider establishing education to matriculation standard on Nauru at present. As soon as the number of students was sufficient to justify the cost, however, it would consider doing so. In the meantime, scholarships would continue to be provided to enable Nauruans who passed the intermediate secondary examination in the Territory to continue their studies in Australia. The Administering Authority stated that it would also provide financial and other assistance, as might be required, to Nauruans with the necessary qualifications who wished to continue their studies at universities or other institutions of higher learning.

108. The Council was also concerned to obtain more detailed information on the progress made in the certification of untrained Nauruan teachers and expressed the hope that the Administering Authority would consider providing inducements to encourage qualified teachers to remain in their profession in the Territory. With the exception of one qualified domestic science teacher who returned to the Territory in 1957 after training in Australia, none of the Nauruan teaching staff possesses professional qualifications, although two have been awarded a competency rating which carries an increase in salary. In-service-training was continued during 1956-1957 and early in 1957 eight Nauruan teachers, accompanied by the head teacher of the consolidated primary school, visited Australia to observe teaching methods in Australian schools. The Administering Authority reported that these measures had resulted in considerable progress in teaching methods being made by individual teachers. During 1956-1957 one Nauruan was awarded an administration cadetship to follow a teacher-training course in Australia.

109. At its twenty-second session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for the continued progress made in the educational field and the further increases in educational expenditure.

In this connexion, the Council takes note of the observations of UNESCO on the educational situation in the Territory (T/1379) and, while commending them to the attention of the Administering Authority, notes also the statement of the special representative that the Administration of the Territory is actively engaged in realizing the main recommendations expressed in those observations.

The Council notes with satisfaction the efforts of the Administering Authority to increase the professional qualifications of the Nauruan teachers and raise their competency ratings; in particular, it notes the appointment of the first professionally trained Nauruan teacher, the increase in the number of student teachers training in Australia and the observation visit made to Australia by a group of Nauruan teachers in 1957. The Council expresses its confidence that the Administering Authority will continue to make vigorous efforts to achieve a higher competency rating among Nauruan teachers and looks forward to the organization of more observation visits to Australia.

Noting the statement of the Administering Authority that there is not as yet a sufficient number of pupils at the higher secondary level to justify establishing education to matriculation standard at present, but that pending the institution of a higher secondary course in Nauru, scholarships will continue to be provided to enable Nauruans who gain the Intermediate Certificate in the Territory to continue their education abroad, the Council hopes that as additional students come up the Administering Authority will establish a higher second course up to university matriculation standard.

The Council, noting with regret that no Nauruan is at present studying at a university, but noting on the other hand the assurance by the Administering Authority that financial and other assistance will be made available to enable Nauruans with the necessary qualifications who wish to continue their studies at universities or other institutions of higher learning, urges the Administering Authority to continue to encourage Nauruans to take full advantage of the opportunities open to them.

Noting also that the diversity of schools in the Territory is due to differences in the linguistic proficiency of the students and noting, on the other hand, that special techniques have been adopted to enable groups whose knowledge of English is imperfect to obtain proficiency in the language, the Council hopes that the Administering Authority will continue its efforts with a view to enabling the various ethnic groups to attend the same primary schools.

The Council requests the Administering Authority to indicate in its next annual report to what extent the inhabitants are able to receive radio broadcasts from outside the Territory and how many radio receiving sets exist.

Observations of members of the Trusteeship Council representing their individual opinions only

GENERAL

110. The representative of the United States of America suggested that the Administering Authority should consider establishing an institution of higher learning in the Territory in the near future.

111. The representative of China was pleased to learn that adequate secondary school accommodation already existed in the Territory and that the secondary school syllabus would be extended to matriculation

standard. He also noted with satisfaction the appointment of the first professionally trained Nauruan teacher and that three more students were attending teachers' colleges in Australia.

112. The representative of the Union of Soviet Socialist Republics noted that not one Nauruan had received a higher education and none had so far completed secondary education up to the university entrance level; in fact, the number of students in the secondary school had decreased and it was clear that the quality of teaching left much to be desired. He considered that the Administering Authority should take all necessary steps to improve considerably the education of the inhabitants of the Territory and to draw concrete plans for the training of Nauruan specialists in all fields.

113. The representative of Guatemala believed that the Administering Authority should continue its efforts to arrest the drop in secondary and primary school attendance and to provide more Nauruans with higher education, in order to prepare them for responsible posts in the Administration.

114. The representative of Burma observed that marked progress had been made in the educational field, although much still remained to be done to achieve a greater measure of racial integration in the schools. Noting that separation was attributed to linguistic differences, he suggested that Nauruan children with linguistic aptitudes should be selected for admission to the European school.

115. The special representative of the Administering Authority assured the Council that racial considerations did not determine educational policy and that the kindergarten, Nauruan and European schools were, in principle, multi-racial. Special techniques had been adopted to enable groups whose knowledge of English was imperfect to obtain proficiency in the language.

116. UNESCO had recommended that secondary facilities should be increased. In fact, this had already been accomplished with the construction of the new secondary school which had vacancies to cope with the expected increase in the number of students. The Administration would also provide whatever overseas scholarships were needed. Every effort would continue to be made to assist and encourage students to matriculate and to undertake full university-level courses.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

117. With regard to the provisions of the General Assembly resolution which, in effect, invited the Administering Authority to include in each annual report estimates of the time required for the fulfilment of measures taken or contemplated towards self-government or independence, and for the attainment of that final objective, the Administering Authority did not give any such estimates in its annual report for the year 1956-1957.

118. The Administering Authority has stated that it is pursuing policies of stimulating and assisting the development of the Nauruans in all fields as rapidly as possible. In regard to the specific recommendations contained in General Assembly resolution 1064 (XI), however, it informed the Council that, even if it were prepared to set aside its objections of principle to those

recommendations, it would be unable to provide an estimate of the period of time required for the attainment by the Territory of self-government or independence in view of the following considerations:

(a) That it had encountered serious difficulties in effectively stimulating the Nauruans to participate increasingly in the affairs of the Territory, particularly in the political field;

(b) That the economic potential of the Territory had not yet been finally determined; and

(c) That the question of the possible resettlement of the Nauruan community was still undecided.

At its twentieth session, the Council had noted that the future of the Nauruan people was under consideration by the Administering Authority in continuous consultation with the Nauruan people. While appreciating the difficulties referred to by the Administering Authority in connexion with General Assembly resolution 1064 (XI), the Council had expressed the hope that the Administering Authority would continue to adopt plans, when appropriate with target dates, whenever it was satisfied that the employment of this procedure in respect of any aspect of development would assist in promoting the objectives of the Trusteeship System.

120. The Administering Authority informed the Council at its twenty-second session that general plans for the possible resettlement of the Nauruan community were under close consideration and that vigorous efforts were being made to find a practical solution which would be acceptable to the Nauruans. The Administering Authority stated that it would continue to adopt plans for the social, economic and political advancement of the Nauruans whenever it was satisfied that they would assist in promoting the objectives of the Trusteeship System and would provide the Nauruans with the educational and vocational training which they might require under the changed circumstances in which they might find themselves if and when they are resettled outside the Territory.

121. At its twenty-second session, the Council adopted the following conclusion and recommendation:

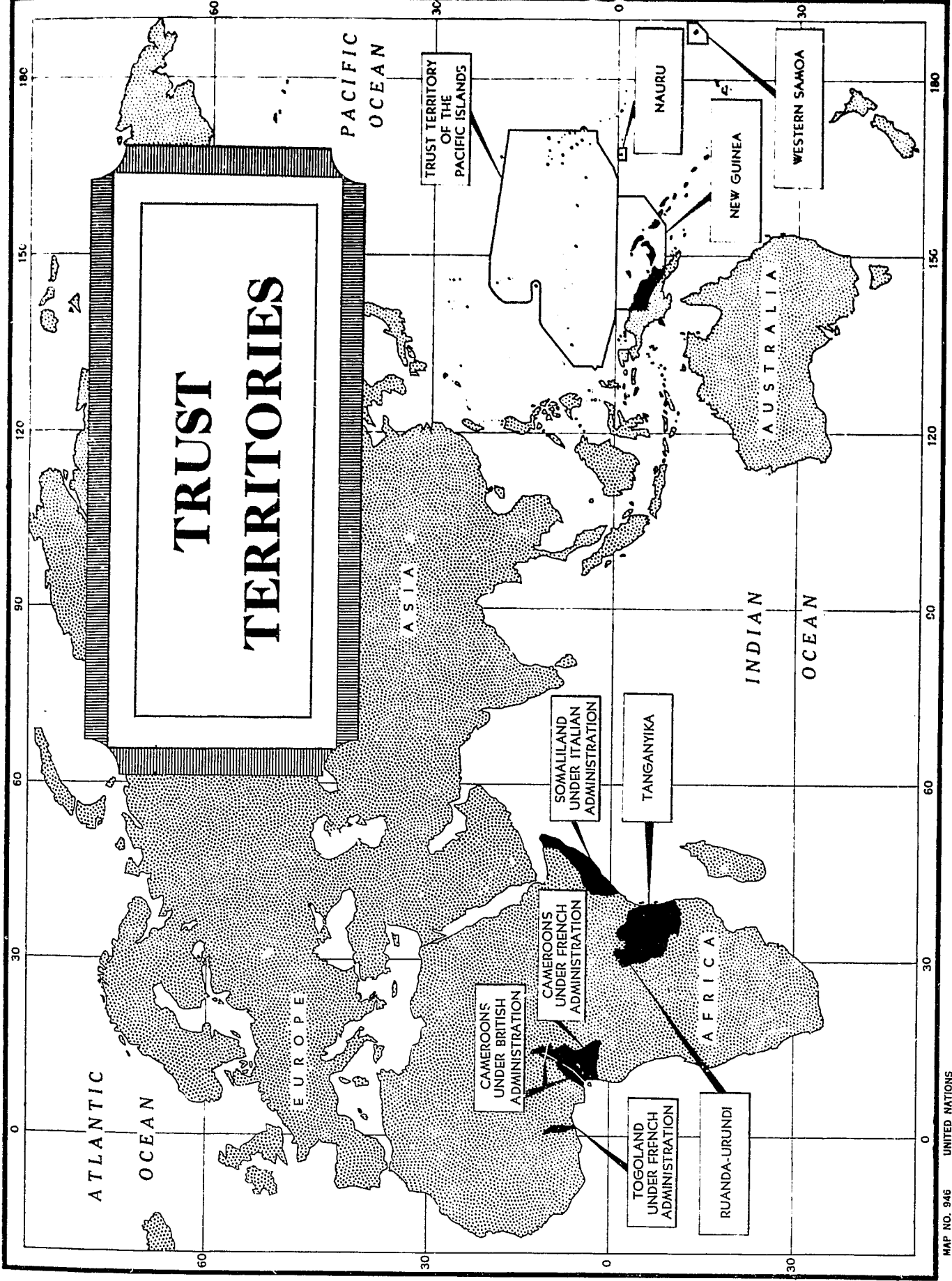
The Council, recalling the recommendation adopted at its twentieth session, notes the assurance given by the Administering Authority that it will continue to adopt plans for the advancement of the Nauruans in all fields whenever it is satisfied that they will assist in promoting the objectives of the Trusteeship System and provide the Nauruans with the educational and vocational training which they may require if and when they are resettled outside the Territory.

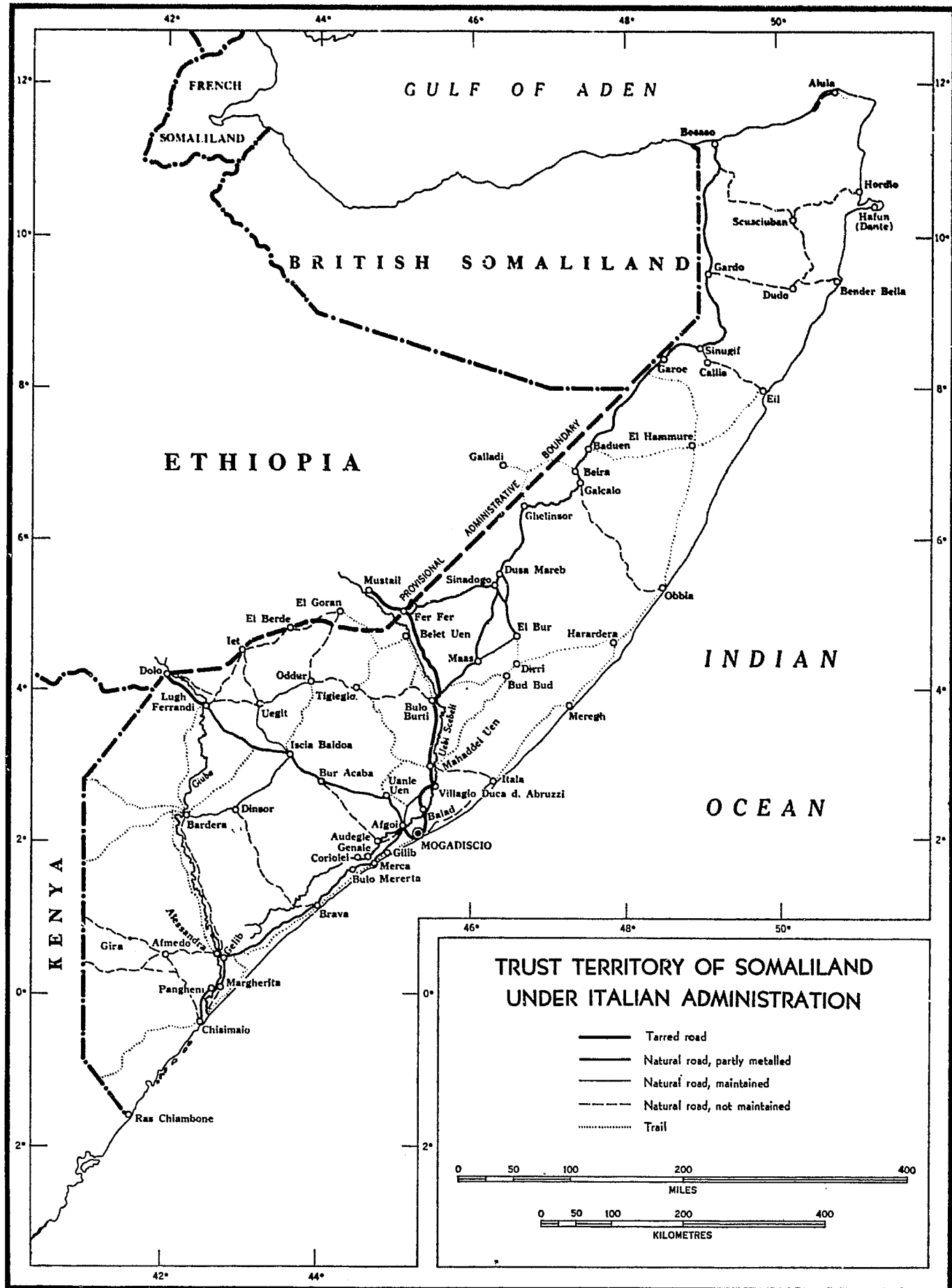
The Council hopes that the Administering Authority will continue in this manner and will adopt such plans, when appropriate with target dates and taking into account the particular circumstances of the Territory and its freely expressed wishes of the Nauruan people in accordance with Article 76 b of the Charter.

Observations of members of the Trusteeship Council representing their individual opinions only

122. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had presented no information on the measures taken, or planned, by it to attain the basic objectives of trusteeship. The truth was that the Administering Authority was not doing anything to develop the population towards self-government or independence in accordance with its obligations, that it did not take into consideration either the resolutions adopted by the General Assembly or the recommendations approved by the Trusteeship Council, that the state of affairs was clearly abnormal and required a drastic change in the position of the Administering Authority which had to carry out its obligations.

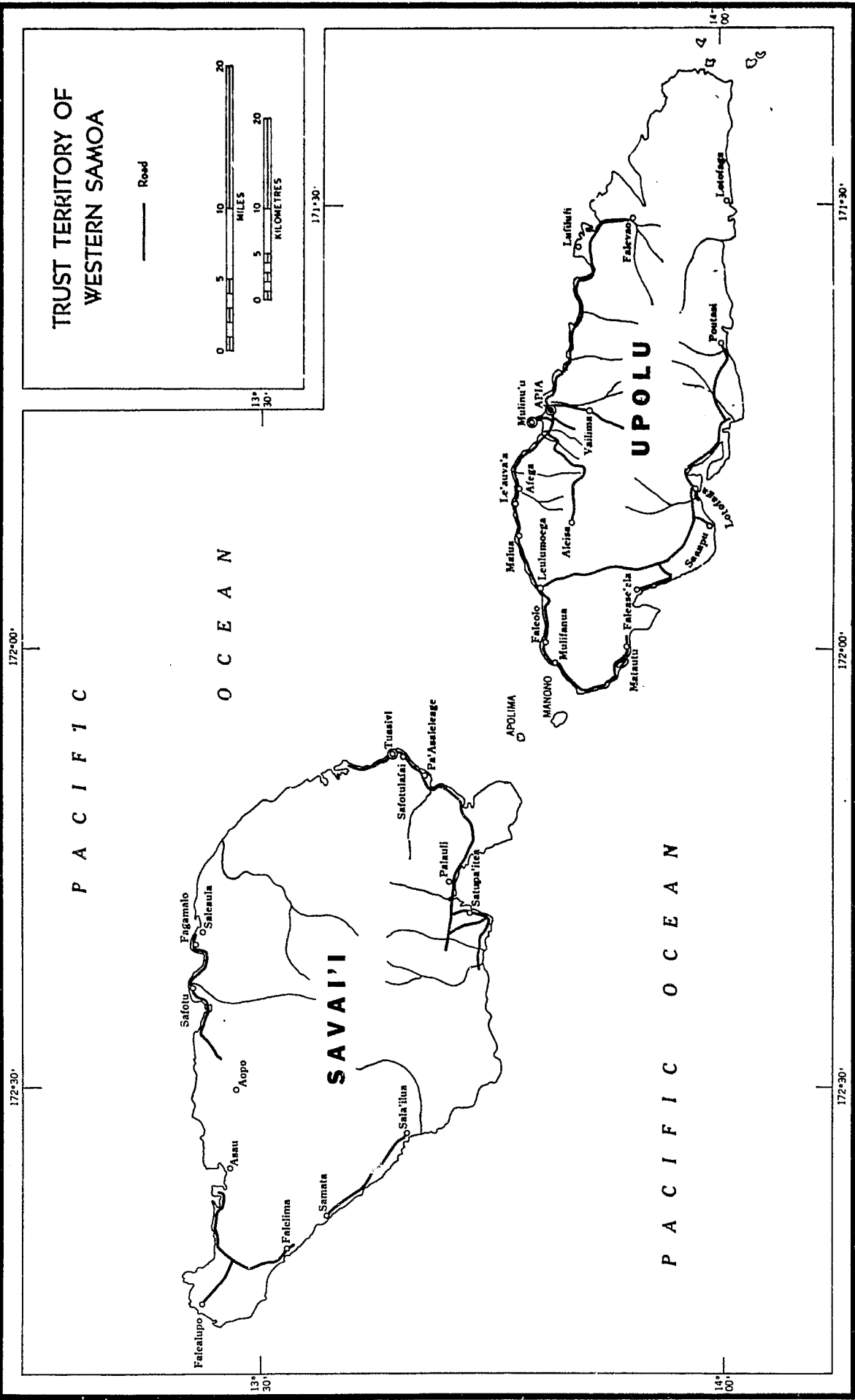
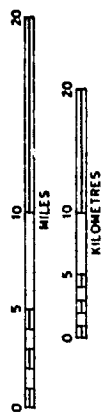
123. The representative of Burma regretted that no programme had been prepared to bring the Nauruans towards greater autonomy in the political and economic fields. He suggested that the Administering Authority should formulate short-term programmes for accelerating political and economic progress and that first priority should be given to promoting more effective Nauruan participation in the management of their own affairs.

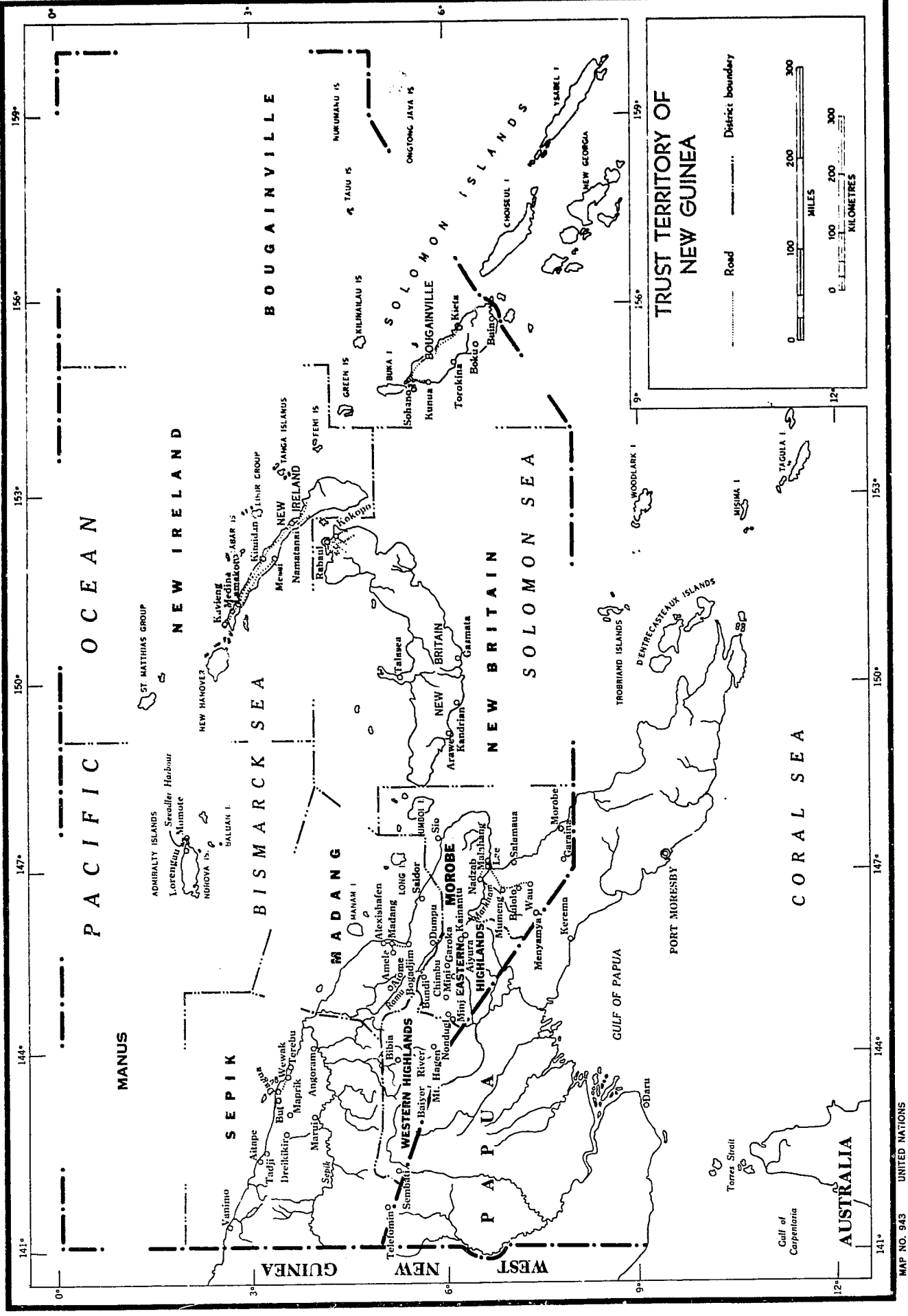


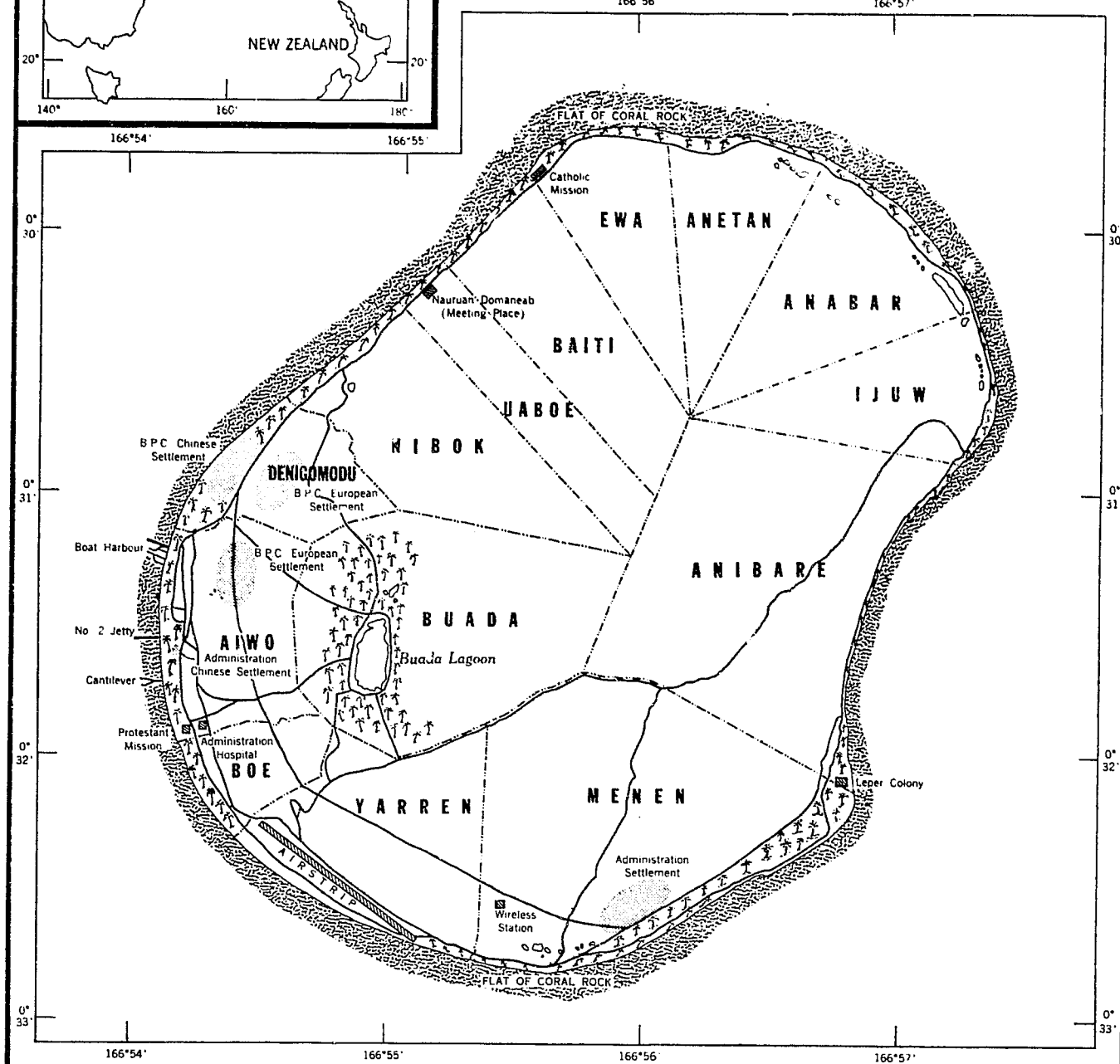
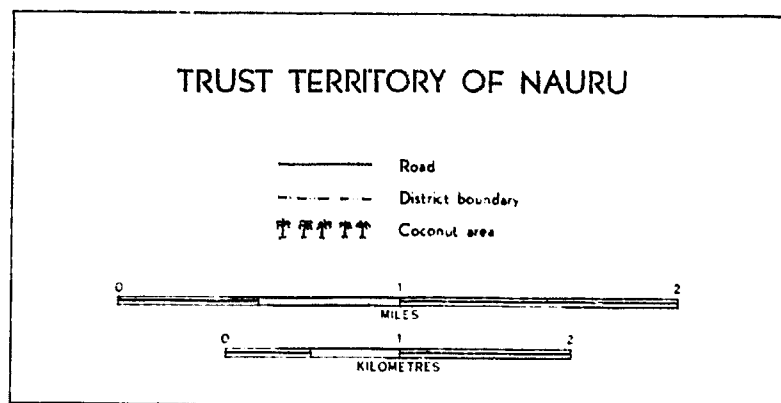
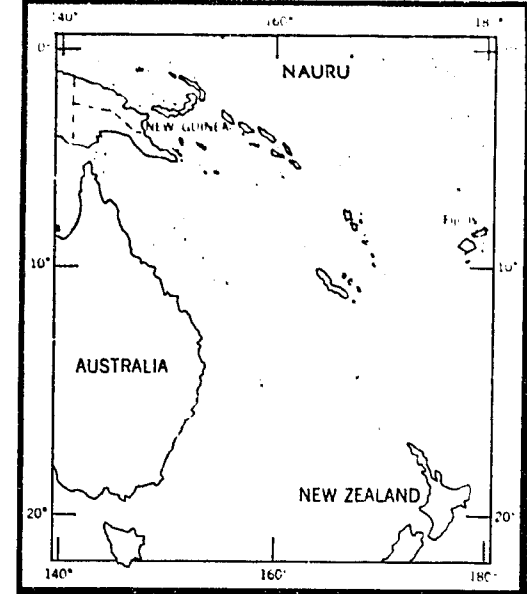


TRUST TERRITORY OF
WESTERN SAMOA

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AUGUST 1958