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REPORT OF THE TRUSTEESHIP COUNCIL

2 August 1958 — 6 August 1959

GENERAL ASSEMBLY
OFFICIAL RECORDS : FOURTEENTH SESSION
SUPPLEMENT No. 4 (A/4100)

NEW YORK

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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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Part I
ORGANIZATION AND ACTIVITIES OF THE COUNCIL

Chapter I

ORGANIZATION OF THE COUNCIL

A. MEMBERSHIP

1. During the period under review, three vacancies occurred among the elective members of the Trusteeship Council when the terms of Burma, Guatemala and the United Arab Republic expired on 31 December 1958. At its thirteenth session, the General Assembly elected Paraguay to replace Guatemala and re-elected Burma and the United Arab Republic for further terms of three years. The composition of the Council as from 1 January 1959 was therefore 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
Haiti	31 December 1959
India	31 December 1959
Burma	31 December 1961
Paraguay	31 December 1961
United Arab Republic	31 December 1961

B. OFFICERS

2. Mr. Alfred Claeys Boúúaert (Belgium), who served as President during the twenty-second session, continued in office until the opening meeting of the twenty-third session, on 30 January 1959, when Mr. Max H. Dorsinville (Haiti) and Mr. Girolamo Vitelli (Italy) were elected President and Vice-President respectively.

C. SESSIONS AND MEETINGS

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

TRUSTEESHIP COUNCIL

Eighth special session (937th to 939th meetings), 13 to 16 October 1958;

Ninth special session (940th and 941st meetings), 6 and 7 November 1959;

Twenty-third session (942nd to 966th meetings), 30 January to 20 March 1959;

Twenty-fourth session (967th to 1041st meetings), 2 June to 6 August 1959.

STANDING COMMITTEE ON ADMINISTRATIVE UNIONS

119th to 134th meetings, 10 February to 31 July 1959.

STANDING COMMITTEE ON PETITIONS

493rd to 527th meetings, 19 January 1959 to 4 August 1959.

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

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

5. As regards future sessions, the Council decided to hold a special session in November 1959 to consider the report of the United Nations Plebiscite Commissioner concerning the plebiscite in the Northern part of the Cameroons under British administration.

6. Furthermore, the representative of Italy informed the Council at its 1033rd meeting that his Government wished to invite the Council to hold its twenty-sixth session in Rome. At its 1039th meeting, the Council adopted a resolution[1/] by which, bearing in mind the provisions of General Assembly resolution 1202 (XII) of 13 December 1957 concerning the pattern of conference of United Nations bodies, it thanked the Government of Italy for its generous offer, decided to accept the invitation from the Government of Italy, and requested the Secretary-General, in consultation with the Government of Italy, to make the necessary arrangements for the holding of its twenty-sixth session in Rome. Subsequently, the Council decided to suspend the application of rule 1 of its rules of procedure and to convene the twenty-sixth session on 3 May 1960.

D. PROCEDURE

7. By resolution 1713 (XX) of 8 July 1957, the Council decided as a temporary measure, subject to review at the end of the 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

1/ Resolution 1956 (XXIV).

of all communications received. On 21 July 1959, the Council decided that the foregoing procedure should be continued for another year.

8. Accordingly, the review of procedures regarding petitions was placed on the agenda of the twenty-fourth session of the Council. At its 968th meeting on 3 June 1959, the Council decided to continue to follow the procedure in question for a further year.

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 continued during the year under review to perform those functions of the United Nations under the Trusteeship System relating to political, economic, social and educational matters in the Trust Territory of the Pacific Islands and submitted a report on the subject to the Security Council.[2/]

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. UNESCO and WHO submitted to the Council their observations on a number of annual reports of the Administering Authorities. FAO submitted a report concerning land tenure and land use problems in the Trust Territories of Tanganyika and Ruanda-Urundi. These documents are referred to in the relevant sections of the present report.

2/ S/4206.

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:

Trust Territory	Administering Authority	Year covered by the report	Date on which the report was received by the Secretary-General	Note of the Secretary-General transmitting the report
Tanganyika	United Kingdom	Year 1957	28 August 1958	T/1405
Ruanda-Urundi	Belgium	Year 1957	11 September 1958	T/1406
Cameroons under British administration	United Kingdom	Year 1957	16 September 1958	T/1407
Cameroons under French administration	France	Year 1957	9 February 1959	T/1436
Togoland under French administration	France	Year 1957	26 March 1959	T/1443
New Guinea	Australia	Year ended 30 June 1958	10 June 1959	T/1464 and Add.1
Nauru	Australia, New Zealand and United Kingdom	Year ended 30 June 1958	24 April 1959	T/1446
Trust Territory of the Pacific Islands	United States	Year ended 30 June 1958	27 May 1959	T/1453
Somaliland under Italian administration	Italy	Year 1958	2 July 1959	T/1471
Western Samoa	New Zealand	Year 1958	13 May 1959	T/1450

2. As regards Tanganyika, the Cameroons under British administration, Ruanda-Urundi and Somaliland, the Administering Authorities concerned also submitted supplementary information in writing covering events subsequent to the preparation of the annual reports.[1/]

3. The Council examined all the above-mentioned reports except those on the Cameroons under British administration, the Cameroons under French administration and Togoland under French administration. In view of the decisions taken by the General Assembly at its thirteenth session on the future of the first two Territories, the Council merely took note of the relevant reports and adopted for each of the Territories an outline of conditions for inclusion in the present report.[2/] In the case of Togoland under French administration, the Council held a brief discussion on conditions in the Territory on the basis of statements concerning recent events made by the representative of the Administering Authority and Mr. Paulin Freitas, Minister of State of the Togoland Government, speaking as special representative of the Administering Authority, in which they stated in particular that the Administering Authority and the Togoland Government had agreed on 27 April 1960 as the date for the independence of Togoland. Accordingly by its resolution 1950 (XXIV) of 14 July 1958, the Council took note with satisfaction of those statements and decided to include an outline of conditions in the Territory in the present report.[3/]

4. As already indicated, the examination of the annual report on the Trust Territory of the Pacific Islands is dealt with in a report of the Council to the Security Council. The manner in which the other reports were examined is briefly described below.

5. In conjunction with the examination of the relevant annual reports, the Council considered the reports of the two 1959 visiting missions to Trust Territories in the Pacific, the report of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, the observations submitted by the specialized agencies, and the petitions raising general questions.[4/] In addition to such petitions presented in writing, seven petitioners, having been granted hearings, appeared orally before the Council during the examination of conditions in Somaliland.

1/ T/1428, T/1435, T/1452 and T/1471/Add.1, and T/1476 respectively.
2/ See part II, chapters IV and V.
3/ See part II, chapter VI.
4/ For lists of such petitions, see under the various territories in the following chapter.

6. In the 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.

7. Each chapter contains an outline of conditions in the Territory concerned, the conclusions and recommendations adopted by the Council and the observations of individual members of the Council. These chapters, as adopted by the Council, appear in part II of the present report.

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

Trust Territory	Name of the special representative	Meetings at which the annual report was examined	Report of the Drafting Committee	Meetings at which the report of the Drafting Committee was adopted
		Twenty-third session		
Tanganyika.....	Mr. J. Fletcher-Cooke	942nd to 952nd	T/L.900	964th
		Twenty-fourth session		
Ruanda-Urundi.....	Mr. Ivan Reisdorff	979th to 999th	T/L.928	1030th and 1031st
New Guinea.....	Mr. J. H. Jones	1001st to 1018th	T/L.939	1035th and 1036th
Nauru.....	Mr. J. H. Jones	972nd to 982nd	T/918	1012th and 1013th
Western Samoa.....	Mr. G. R. Powles	967th to 974th	T/L.915	1002nd and 1003rd
Somaliland under Italian administration.....	Mr. Luigi Gasbarri	1013th to 1033rd	T/L.949	1040th

9. As regards the examination of future annual reports concerning Tanganyika, the Council, by its resolution 1954 (XXIV) of 31 July 1959, took note of a statement of the United Kingdom delegation that it was its intention, next year and in subsequent years, to submit its annual reports on Tanganyika in time for the Council to examine them at the summer session of the year subsequent to the year to which they related; and decided to discuss conditions in the Trust Territory of Tanganyika, and particularly the annual reports of the Administering Authority for the years 1958 and 1959, at its twenty-sixth session, suspending rule 72, paragraph 2, of its rules of procedure for this purpose.

Chapter III

EXAMINATION OF PETITIONS

A. CLASSIFICATION OF COMMUNICATIONS

1. The procedure envisaged by the Trusteeship Council in its resolution 1713 (XX) of 8 July 1957, whereby it established a Committee on Classification of Communications and formulated a method of work for this Committee, was continued during the period under review.

2. The Committee on Classification of Communications was composed of the representatives of the United Arab Republic and of the United Kingdom of Great Britain and Northern Ireland from 1 August 1958 to 20 March 1959, and of Australia and the United Arab Republic from 20 March to 6 August 1959. At the close of its twenty-fourth session, the Trusteeship Council re-appointed the same States as members of the Committee.

3. During the period under review, the Committee on Classification examined 6,278 communications and determined, with the assistance of the Secretariat, their provisional classification and method of circulation under the rules of procedure of the Council and, whenever appropriate, the annex to resolution 1713 (XX). The Committee submitted nine reports [1] concerning the provisional classification of these 6,278 communications [2] issued in 407 separate documents. In the case of 5,098 petitions raising similar general problems concerning the Cameroons under British administration and the Cameroons under French administration, their contents were summarized and reproduced in twenty-one separate documents.

4. The Standing Committee on Petitions reviewed the provisional classification of the Committee on Classification of Communications and did not propose any change; it submitted four reports [3] to the Council on this matter. The Council considered these reports [4] and, in turn, approved the classification originally made by the Committee on Classification.

B. EXAMINATION OF PETITIONS

5. From the beginning of the period under review until the end of the twenty-third session of the Council, the Standing Committee on Petitions was composed of the representatives of Australia, Belgium, China, France, India and the Union of Soviet Socialist Republics. During that time, it held thirteen meetings. [5]

6. At the close of its twenty-third session, the Council approved the nomination of Belgium, China, India, Italy, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland as members of the Standing Committee on Petitions. From 29 May 1959 until the end of the twenty-fourth session of the Council, the Standing Committee, thus composed, held twenty-two meetings. [6] At the close of its twenty-fourth session, the Trusteeship Council approved the nomination of Belgium, China, France, India, the Union of Soviet Socialist Republics and the United Kingdom of Great Britain and Northern Ireland as members of the Standing Committee.

7. During the period under review, the Standing Committee on Petitions continued to examine and to report to the Council on petitions circulated under rule 85, paragraph 1, of the rules of procedure and to which the established procedure was applied. The three reports [7] submitted at the twenty-third session of the Council related to 105 of the 739 petitions on the agenda. The Standing Committee proposed, and the Council adopted, twenty-three resolutions covering 105 petitions. [8] The eight reports [9] submitted at the twenty-fourth session of the Council related to 841 of the 894 petitions on the agenda and of the 59 petitions which were subsequently added to the agenda. The Standing Committee proposed, and the Council adopted fifty resolutions covering those 841 petitions. [10] One petition was not examined since it was found not to concern a Trust Territory. The twenty-one petitions concerning the Cameroons under British administration and the twenty-two petitions concerning Togoland under French administration were not examined and fifty-two petitions concerning the Cameroons under British administration and the Cameroons under French administration were not examined in so far as they concerned the former Territory, since no special representatives from these Territories were available to the Standing Committee on Petitions during the twenty-fourth session of the Council. In addition, one petition concerning Somaliland under Italian administration was not examined since the observations of the Administering Authority had not been received, while a further eight were postponed pending the receipt of further information. In the case of the remaining fifty-nine petitions, the Standing Committee reported to the Trusteeship Council [11] that, as a consequence of the written statement of the Government of France as Administering Authority for the Cameroons under French administration, [12] to the effect that it was unable to consider petitions coming from parties which were no longer legally in existence, or from persons proclaiming their adherence to such parties, those fifty-nine petitions remained unexam-

1/ T/C.2/L.353, 360, 361 and Corr.1 and 2, 362, 363, 369, 370, 378 and 380.

2/ Out of these 6,278 communications, 666 were classified as specific petitions to which the established procedure is applicable under rule 85, paragraph 1, of the rules of procedure; 5,166 were classified under rule 85, paragraph 2; eight under rule 85, paragraph 4; and 438 under rule 24.

3/ T/L.891, 902, 905 and 910.

4/ T/SR.943, 965, 966 and 968.

5/ T/C.2/SR.493 to 505.

6/ T/C.2/SR.506 to 527.

7/ T/L.893, 903 and 904.

8/ Resolutions 1927 (XXIII) to 1949 (XXIII).

9/ T/L.913, 916, 924, 929, 930 and 942 to 944.

10/ Resolutions 1957 (XXIV) to 2006 (XXIV).

11/ T/L.924.

12/ T/OBS.5/119 and Corr.1.

ined.[13] The representative of the Union of Soviet Socialist Republics considered that these petitions should have been examined by the Standing Committee on Petitions and by the Council.

8. In addition, 4,133 petitions raising general questions distributed under rule 85, paragraph 2, of the rules of procedure and 407 communications raising general problems issued under rule 24 of the rules of procedure were taken into consideration by the Council in its examination of conditions in Trust Territories at its eighth special session and at its twenty-third and twenty-fourth sessions. Moreover, seven persons appeared orally as petitioners before the Council during the examination of an annual report. There were 1,587 petitions raising general questions contained in twenty-two documents, and sixteen communications raising general problems contained in nine documents, which remained unexamined by the Council.

9. Further details concerning petitions and communications examined or considered during the period under review 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. The examination of two petitions relating to the Trust Territory of the Pacific Islands is dealt with in the report of the Trusteeship Council to the Security Council.

13/ T/PET.5/1276, petitions Nos. 2 and 3; 1279, petitions Nos. 1, 4, 5, 8, 10, 12-16, 22-26; 1305, petition No. 5; 1308 and Add.1; 1316, petition No. 20; 1336, petitions Nos. 54, 63, 68, 98, 105, 110, 122-124; 1337, petitions Nos. 1 and 4; 1351, petitions Nos. 34, 45, 48 and 50; 1352; 1358; 1368; 1389, petitions Nos. 11-15, 18, 20, 22 and 24; 1392-1394; 1398; 1428; 1431; 1432; 1439; T/PET.4 and 5/24/Add.1, petition No. 9; and T/PET.4 and 5/32.

C. PETITIONS CONCERNING TANGANYIKA

10. At its twenty-third session, the Council examined, in accordance with the established procedure, the following petitions concerning Tanganyika and considered the following petitions and communications on general questions during its examination of the annual reports on that Territory:

	Number of petitions or communications	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	9	T/PET.2/220-228	1927 (XXIII) to 1934 (XXIII)	T/L.893
Petitions raising general questions	2	T/PET.2/L.10/Add.1 and L.11		
Communication raising general questions	1	T/COM.2/L.47		

11. In the case of four of the petitions examined according to the established procedure, the Council drew the attention of the petitioners to the observations of the Administering Authority or to a previous resolution.

12. On a petition from the Executive Director of the American Committee on Africa, who complained that he had been declared a prohibited immigrant and refused entry into Tanganyika in July 1957, the Council recommended that the Administering Authority should give the most careful consideration to any such future application which the petitioner might submit.[14]

13. On a petition in which the Tanganyika African National Union had complained that the local population had not been consulted prior to the alienation of certain areas of land in the Bukoba District for the purpose of establishing a sugar-cane farm, the Trusteeship Council drew the attention of the petitioners to the statement of the Administering Authority that this development helped towards the implementation of its policy of encouraging internal sugar production and the diversification of agriculture and recommended that, in the matter of land alienation, the Administering Authority should continue to adhere strictly to the provisions of article 8 of the Trusteeship Agreement.[15]

14. A complaint that a virtual monopoly is being exercised by the Bukoba Native Coffee Co-operative Union Limited for the marketing of coffee in the Bukoba District, and a request for help from the United Nations in obtaining registration of an independent association for the Bahaya Planters, constitute the subject of another petition. The Council recommended that, to the extent consistent with the protection of the interests of existing co-operatives, the Administering Authority should adopt as early as practicable further measures necessary to encourage the inhabitants of the Territory to organize themselves freely into co-operatives for the purpose of marketing their agricultural produce in conformity with the standards prescribed for marketing.[16]

15. Two petitions protested against the alleged intention of the Tanganyika Government to suppress by force opposition to the formation of multiracial District Councils and complained of police action during disturbances in the Geita District in July 1958. The Council noted that it was the intention of the Administering Authority to furnish the Council with information concerning the outcome of an investigation into local government organization in the Geita District and also recommended to the Administering Authority that, in matters pertaining to the establishment or reorganization of organs of local government in the Territory, it should continue to respect, to the extent consistent with the objectives of the Trustee-

14/ Resolution 1927 (XXIII). This petitioner was also granted an oral hearing at the twenty-third session of the Trusteeship Council (T/SR.942 and 949).

15/ Resolution 1928 (XXIII).

16/ Resolution 1930 (XXIII).

ship System, the wishes of the indigenous inhabitants concerned.[17]

D. PETITIONS CONCERNING RUANDA-URUNDI

16. At its twenty-fourth session, the Council examined, in accordance with the established procedure, the following petitions concerning Ruanda-Urundi and considered the following petitions and communications on general questions during its examination of the annual report on that Territory:

[17] Resolution 1932 (XXIII).

	Number of petitions or communications	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure.....	5	T/PET.3/87, 88 and Add.1, 89, 90 and Add.1, and 91	1957 (XXIV) to 1961 (XXIV)	T/L.913
Petition raising general questions	1	T/PET.3/L.9		
Communications raising general questions.	3	T/COM.3/L.23-25		

17. On a petition in which an ex-Sub-Chief challenged a Resident's order prohibiting him from residing in the Muyenzi Chiefdom and protested against the seizure of his property, the Trusteeship Council requested the Administering Authority to inform it of the results of the review of the matter which the latter had undertaken to make and decided to resume consideration of the petition at its twenty-fifth session in the light of such further information as might be furnished.[18]

18. The Trusteeship Council suggested to a petitioner, who had complained of unjust dismissal from government service, that he keep in touch with the Labour Office in Usumbura and also that he seek help from one of the four trade unions at present functioning in that city with a view to securing employment; moreover, the Council requested the Administering Authority to inform it at its twenty-fifth session as to the results of its efforts in assisting the petitioner to find suitable employment.[19]

19. The attention of a petitioner, who had complained of his failure to obtain compensation from the Administration for cattle lost in 1949 and for certain lands taken over by the State for the establishment of a Swahili quarter in Rwamagana, was drawn to the statement of the Administering Authority that legal remedy was still open to him to obtain a court ruling on the administrative decision concerning his cattle and to reintroduce his land suit in the competent court; his attention was further drawn to the fact, that, in the event of his being destitute, he could receive free legal assistance. The Trusteeship Council requested the Administering Authority to provide it with further detailed information on its investigations into this petitioner's claims.[20]

20. The attention of another petitioner was also drawn to the statement of the Administering Authority that it was open to him to institute judicial proceedings in order to claim his share of his deceased father's estate before the normal partitioning procedure has been completed.[21]

21. The Trusteeship Council, finally, requested the Administering Authority to inform it of the outcome of a petitioner's appeal against a Police Court's decision and of his land case before the Chiefdom Court.[22]

[18] Resolution 1957 (XXIV).

[19] Resolution 1958 (XXIV).

[20] Resolution 1959 (XXIV).

[21] Resolution 1960 (XXIV).

[22] Resolution 1961 (XXIV).

E. PETITIONS CONCERNING THE CAMEROONS UNDER BRITISH ADMINISTRATION

22. At its twenty-third session, the Council examined, in accordance with the established procedure, the following petitions concerning the Cameroons under British administration and had before it the following petitions and communications on general questions in conjunction with the annual report on that Territory:

	Number of petitions or communications	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure.....	71	T/PET.4/146-148, 149 and Add.1, 150, 151, 152 and Add.1-3, 153-159	1935 (XXIII) to 1946 (XXIII)	T/L.903
Petitions raising general questions.....	5	T/PET.4/L.7-11		
Communications raising general questions.	3	T/COM.4/L.29, 30 and 32		

23. Of the petitions examined according to the established procedure, five contained complaints relating to various repressive measures; four registered personal grievances or requests for assistance; one expressed opposition to the appointment of strangers on the native courts of the Territory; another complained of discrimination in favour of Nigerians in the Southern Cameroons; one protested against the treatment of political refugees in the Kumba area; and one concerned the sale of property confiscated from the Union des populations du Cameroun. In each case, the Council drew the attention of the petitioners to the observations of the Administering Authority.

24. The Trusteeship Council drew the attention of the authors of fifty-six petitions which listed claims for reimbursement or compensation from the Cameroons Development Corporation for losses and damages, incurred when the Corporation decided to clear its boundaries of trespassers, to the statement of the Administering Authority that the petitioners' remedy lay not against the Cameroons Development Corporation, which was legally entitled to clear its boundary and which has no legal obligation to pay compensation, but in civil action against those persons in the Kumba area who had purported to grant them land to which they had no titles.[23]

[23] Resolution 1937 (XXIII).

25. The Council requested the Administering Authority to draw the attention of the local authorities to the sanitary and medical facilities in Tiko, the lack of which had been the subject of a petitioner's complaint.[24] On another petition where the author had complained of the status of Cameroonian women in general and more particularly of sanitary and educational conditions in the area of Tiko, the Trusteeship Council recommended to the Administering Authority that it should continue to adopt necessary measures for the improvement of such facilities in that area.[25]

F. PETITIONS CONCERNING THE CAMEROONS UNDER BRITISH ADMINISTRATION AND THE CAMEROONS UNDER FRENCH ADMINISTRATION

26. At its twenty-third session, the Council examined, in accordance with the established procedure, the following petitions concerning the Cameroons under British administration and the Cameroons under French administration, but only in so far as they related to the Cameroons under British administration, and had before it the following petitions on general questions in conjunction with the annual reports on those two Territories:

[24] Resolution 1936 (XXIII).

[25] Resolution 1943 (XXIII).

	Number of petitions	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	25	T/PET.4 and 5/22-24	1947 (XXIII) to 1949 (XXIII)	T/L.904
Petitions raising general questions	3,780	T/PET.4 and 5/L.18-26, 27 and Add.1-6, 28-34		

27. Seventeen of the twenty-five petitions examined according to the established procedure contained protests against the repatriation to the Cameroons under French administration of political refugees who had sought asylum in the Cameroons under British administration. Eight petitions registered complaints relating to various specific repressive measures alleged to have been taken in both Territories late in 1957 and early in 1958, while four of these complained also of interference by the Administering Authorities with regard to the free exercise by the indigenous inhabitants of their right of petition to the United Nations. In each case the Council drew the attention of the petitioners to the observations of the Administering Authority.

28. At its twenty-fourth session, the Council examined, in accordance with the established procedure, the following petitions concerning the Cameroons under British administration and the Cameroons under French administration, but only in so far as they related to the Cameroons under French administration:

	Number of petitions	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	95	T/PET.4 and 5/20 (petitions Nos. 1, 2, 9-13, 16-21, 33-39), 22-24, 24/Add.1 (petitions Nos. 1-8, 10-12), 25-31, 33-44	1996 (XXIV) and 1997 (XXIV)	T/L.924

29. Their examination took place simultaneously with that of the 694 petitions concerning the Cameroons under French administration which are referred to under section G below. 26/

26/ See section G for further information.

G. PETITIONS CONCERNING THE CAMEROONS UNDER FRENCH ADMINISTRATION

30. At its twenty-third session, the Council had before it the following petitions and communications on general questions in conjunction with the annual report on the Cameroons under French administration:

	Number of petitions or communications	Document numbers
Petitions raising general questions.....	257	T/PET.5/L.452-459, 460 and Add.1, 461-464
Communications raising general questions.....	361	T/COM.5/L.226, 228, 229 and 232

31. At its twenty-fourth session, the Council examined, in accordance with the established procedure, the following petitions concerning the Cameroons under French administration:

	Number of petitions	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	645 (plus 95 listed in the previous section)	T/PET.5/1272 and Add.1 and 2, 1273-1275, 1276 (petition No. 1), 1277, 1278, 1279 (petitions Nos. 2, 3, 6, 7, 9, 11, 17-21), 1280, 1281 and Add.1, 1282-1296, 1298-1302, 1303 and Add.1, 1304, 1305 (petitions Nos. 1-4), 1306, 1307, 1309 and Add.1, 1310-1313, 1314 and Corr.1 and 2, 1315, 1316 (petitions Nos. 1-19, 21-26), 1317 and Add.1, 1318-1324, 1325 and Add.1, 1326-1335, 1336 (petitions Nos. 1-53, 55-62, 64-67, 69-97, 99-104, 106-109, 111-121, 125), 1337 (petitions Nos. 2, 3, 5), 1338-1350, 1351 (petitions Nos. 1-33, 35-44, 46, 47, 49, 51-53), 1353-1357, 1359-1365, 1366 and Add.1, 1367, 1369-1388, 1389 (petitions Nos. 1-10, 16, 17, 19, 21, 23), 1390, 1391, 1395, 1396, 1397 and Add.1, 1399-1427, 1429, 1430, 1433-1438, 1440-1443	1996 (XXIV) to 1998 (XXIV)	T/L.924

32. Out of the 740 petitions thus examined according to the established procedure, 703 27/ related to incidents which took place in the Cameroons under French administration in 1956, 1957, 1958 and early 1959. The responsibility for most of these incidents was attributed by these petitioners to the Administering Authority or to the present Cameroonian Government, to village chiefs, to private individuals or religious establishments which were said to have acted as agents of the Administration, or to members of the Union des populations du Cameroun. For the most part, the authors of these petitions referred to the tense situation said to have prevailed in the Territory during those years and protested against various repressive acts which they said were tolerated, instigated or directly encouraged by the Administering Authority. In support of their allegations, they mentioned incidents of which certain Cameroonians are said to have been victims.

33. In its resolution on these 703 petitions, 28/ the Trusteeship Council recalled, that, at the resumed thirteenth session of the General Assembly on the future of the Cameroons under French administration, twenty-seven petitioners representing twenty-eight groups or organizations in the Cameroons appeared before the Fourth Committee and made statements on a wide variety of matters pertaining to the conditions in the Territory; it recalled further the statements made in the Fourth Committee by the representatives of France and by the Prime Minister of the Cameroons, in particular the latter's statement of 25 February 1959. 29/ The Council recalled also General Assembly resolution 1349 (XIII), more particularly those parts of the resolution in which the General Assembly: (1) had noted (a) the adoption by the Legislative Assembly of the Cameroons of the amnesty law of 14 February 1959 and the assurance given by

27/ T/PET.5/1272 and Add.1 and 2; 1274; 1275; 1276, petition No. 1; 1277; 1278; 1279, petitions Nos. 2, 3, 6, 7, 9, 11, 17-21; 1280; 1281 and Add.1; 1282; 1284-1288; 1290-1292; 1294; 1295; 1296; 1298; 1299; 1300; 1301; 1302; 1303 and Add.1; 1304; 1305, petitions Nos. 1-4; 1306; 1310-1313; 1314 and Corr.1 and Corr.2; 1315; 1316, petitions Nos. 1-19, 21-26; 1317 and Add.1; 1318-1324; 1325 and Add.1; 1326-1328; 1330; 1332; 1333; 1335; 1336, petitions Nos. 1-53, 55-62, 64-67, 69-97, 99-104, 106-109, 111-121, 125; 1339-1345; 1347; 1348; 1351, petitions Nos. 1-33, 35-44, 46, 47, 49, 51-53; 1353-1357; 1359; 1360; 1363-1365; 1369-1378; 1380-1385; 1387; 1388; 1389, petitions Nos. 1-10, 16, 17, 19, 21, 23; 1390; 1395; 1396; 1399; 1402-1417; 1423-1427; 1429; 1430; 1433-1438; 1441-1443; T/PET.4 and 5/20, petitions Nos. 1, 2, 9-13, 16-21, 33-39; 22-24; 24/Add.1, petitions Nos. 1-8, 10-12; 25-30; 33-44.

28/ Resolution 1996 (XXIV).

29/ A/C.4/401.

the Prime Minister of the Cameroons that this law was being put into effect on the widest possible basis and with the least possible delay, and (b) the statement of the representatives of the Cameroonian Government to the effect it welcomed the return of all Cameroonians who, in recent years, had left the Territory and that it invited them to re-enter normal life without fear of reprisal; (2) had been assured by the representatives of the Administering Authority and of the Cameroonian Government that there exist in the Territory freedom of the Press, of assembly and of political association and other fundamental freedoms; and (3) resolved, in agreement with the Administering Authority, that on 1 January 1960 when the Cameroons under French administration become independent, the Trusteeship Agreement approved by the General Assembly on 13 December 1946 should cease to be in force in accordance with Article 76 b of the Charter of the United Nations. Finally, in this resolution, the Trusteeship Council drew the attention of these petitioners to the observations of the Administering Authority and to the statements of its special representative as well as to General Assembly resolution 1349 (XIII) and to the records of the discussions in the General Assembly on the question of the future of the Cameroons under French administration leading to the adoption of the latter resolution.

34. Fifty-four petitions,[30] nineteen of which were also included in the above group concerning repressive measures, dealt variously with land disputes, disputes over local administration, obstacles to the exercise of trade union rights, alleged persecutions of Cameroonian students in France, alleged maltreatment of political prisoners and difficulties in preparing their defence and personal matters, as well as economic and social grievances.

35. In its resolution on these fifty-six petitions,[31] the Trusteeship Council noted the observations of the Administering Authority and the statements of its special representative to the effect that Cameroonian authorities were competent for judicial and administrative decisions; it also drew the attention of these fifty-six petitioners to the observations of the Administering Authority, in particular that judicial or administrative remedies were open to them in respect of the grievances stated in their petitions.

36. One other petition referred to the maintenance and operation of a private college and another contained a request for help in obtaining employment.[32] The Trusteeship Council noted[33] the observations of the Administering Authority and the statements of its special representative to the effect that these questions are within the competence of the Cameroonian Government and it drew the attention of these two petitioners to such observations.

37. The representative of the Union of Soviet Socialist Republics stated that petitions concerning the Cameroons under French administration had actually been left unexamined. He pointed out that since the twenty-second session of the Trusteeship Council, the Administering Authority had ceased transmitting observations on the petitions within the prescribed period of three months, that it was no longer sending its special representative to participate in the examination of the petitions, and that it had not given its approval for the examination of the petitions without the partiticipation of that representative. As a result of these violations of the rules of procedure of the Trusteeship Council, over 700 unexamined petitions had accumulated in the Standing Committee on Petitions by the beginning of the twenty-fourth session of the Council. In the discussion of these petitions in the Standing Committee on Petitions, the rules of procedure of the Trusteeship Council, and also the temporary procedure laid down by the Council for the examination of petitions (resolution 1713 (XX)), were not being observed. In violation of the classification established by the Trusteeship Council, 740 petitions had been discussed on the basis of three groups, instead of the 132 groups established by the Committee on Classification. The Standing Committee on Petitions had unjustifiably refused to examine fifty-nine petitions from the Cameroonian democratic organizations and their members, and forty-nine petitions relating to both parts of the Cameroons had not been discussed at all. The representative of the Union of Soviet Socialist Republics stated that as a result of the above-mentioned violations of the prescribed procedure, the examination of petitions concerning the Cameroons under French administration had been essentially frustrated.

38. The representative of the Union of Soviet Socialist Republics proposed that the attention of the Administering Authority should be drawn to its violations of the rules of procedure of the Council and that examination of the petitions which had in reality not been examined should be resumed with due observance of the prescribed procedure, the work of the Standing Committee on Petitions being prolonged for this purpose as appropriate.

39. The representative of France stated that his Government had carried out the obligations which it had assumed under the Trusteeship Agreement by proceeding as it had informed the Standing Committee on Petitions, to a careful examination of the petitions after making the necessary inquiries. He recalled that a special representative from the Territory had co-operated effectively in the work of the Standing Committee on Petitions during the twenty-fourth session of the Council in order to provide all necessary explanations as in the past.

40. The Chairman of the Standing Committee on Petitions, speaking on behalf of the Committee,[34] stated that there was no foundation for any suggestion that the Committee had violated the rules of procedure of the Council and that these petitions had in fact been examined by the Committee in full accordance with those rules.

H. PETITIONS CONCERNING TOGOLAND UNDER FRENCH ADMINISTRATION

41. The Trusteeship Council had before it the following petitions and communications on general questions during the examination of conditions in Togoland under French administration at the eighth special session of the Council and at its twenty-fourth session:

30/ T/PET.5/1273; 1278; 1281 and Add.1; 1283; 1289; 1293; 1299; 1303 and Add.1; 1306; 1307; 1309 and Add.1; 1310; 1325 and Add.1; 1328; 1331-1334; 1337, petitions Nos. 2, 3, 5; 1338; 1340; 1342; 1346; 1347; 1349; 1350; 1357; 1361; 1362; 1366 and Add.1; 1367; 1386; 1388; 1391; 1397 and Add.1; 1400; 1401; 1418-1422; 1440; T/PET.4 and 5/31.

31/ Resolution 1997 (XXIV).

32/ T/PET.5/1329 and 1379.

33/ Resolution 1998 (XXIV).

34/ The representatives of Burma, the Union of Soviet Socialist Republics and the United Arab Republic voted against the inclusion of this phrase.

	Number of petitions or communications	Document numbers
Petitions raising general questions considered at the eighth special session	17	T/PET.7/L.31, 33-46, T/PET.7/R.2 and Add.1
Petitions raising general questions considered at the twenty-fourth session	3	T/PET.7/L.47 and Rev.1 (French only), T/PET.7/L.48-49
Communications raising general problems considered at the twenty-fourth session	5	T/COM.7/L.72-76

I. PETITIONS CONCERNING WESTERN SAMOA

42. At its twenty-fourth session, the Council examined, in accordance with the established procedure, the following petitions concerning Western Samoa:

	Number of petitions	Document numbers	Resolution numbers	Report number
Petitions examined according to the established procedure	6	T/PET.1/10-15	1999 (XXIV) to 2004 (XXIV)	T/L.916

43. The first of these petitions contained an appeal for help in improving the standard of health education for Samoan nurses. The Council recommended that the Administering Authority and the Samoan authorities should take such steps as might be necessary to improve the level of local training for nurses and to provide greater opportunities for advanced training so that the Territory might have an adequate number of suitably qualified nurses before long. [35]

44. The second petition was also concerned with health services in the Territory; it sought further specialized training for Samoan medical practitioners as well as financial and other assistance to improve working conditions for Samoan medical personnel. The Council expressed the hope that WHO, UNESCO and other international agencies would give sympathetic consideration to requests for assistance to Western Samoa and expressed its confidence that the Administering Authority would do its utmost, in consultation with the local health authorities and with WHO, to ensure that health services in Western Samoa should reach the highest possible standard when the Territory achieved its independence. [36]

45. Three petitions concerned land cases. The first one sought freehold tenure of land in a settlement developed in 1936 by the Administering Authority for the benefit of part-Europeans in need of assistance. On this petition, the Trusteeship Council drew the attention of the petitioners to the observations of the Administering Authority and recommended to the latter that it investigate further the possibility of improving living conditions for the inhabitants of the settlement. [37] The second petition contained an appeal for a larger area of land to be granted to a certain village whose population is increasing. The Council also drew the attention of these petitioners to the statements of the Administering Authority; it took particular note of the fact that these villagers do, in fact, suffer from a shortage of land and expressed the hope that suitable action would be taken as soon as possible to alleviate this situation. The Council noted further the fact that release of adjoining lands to these villagers was now a matter exclusively for negotiation between the Territorial Government and the Western Samoa Trust Estates Corporation. [38] The third petition in this group emanated from a British subject residing in Western Samoa who complained of having been prevented by some Samoans from taking full possession of all of the land which he held legally. There, the Council drew the attention of the petitioner to the statements of the Administering Authority, in particular that it was open to him to proceed through the ordinary processes of law to enforce the judgement which had been rendered in his favour by the High Court. [39]

46. The other petition was a request for help in the matter of an application from the petitioner to go to New Zealand or to some other country to broaden his experience and knowledge in the field of community development and local government. The Trusteeship Council noted that his application to enter New Zealand was under consideration by the Territorial Government and by the Administering Authority and recommended that, if for any reason it should not be possible to grant his request for entry into New Zealand, the question of assisting him in obtaining suitable educational facilities elsewhere should be sympathetically considered. [40]

J. PETITION CONCERNING NEW GUINEA

47. At its twenty-fourth session, the Council examined, in accordance with the established procedure, the following petition concerning New Guinea:

35/ Resolution 1999 (XXIV).
36/ Resolution 2000 (XXIV).
37/ Resolution 2002 (XXIV).
38/ Resolution 2003 (XXIV).
39/ Resolution 2004 (XXIV).
40/ Resolution 2001 (XXIV).

	Document number	Resolution number	Report number
Petition examined according to the established procedure	T/PET.8/13	2005 (XXIV)	T/L.929

48. The petitioner requested that a thorough investigation be undertaken concerning certain lands which were said to have been taken away from their native owners without payment by the German Government. The Council drew the attention of the petitioner to the observations of the Administering Authority, in particular that a thorough investigation of the question was being made, expressed the hope that this investigation would be completed without delay and decided to resume examination of this petition at its twenty-sixth session.

K. PETITIONS CONCERNING SOMALILAND UNDER ITALIAN ADMINISTRATION

49. At its twenty-fourth session, the Council examined in accordance with the established procedure the following petitions concerning Somaliland and considered the following petitions and communications on general questions during its examination of the annual report on this Territory:

	Number of petitions or communications	Document numbers	Resolution numbers	Report numbers
Petitions examined according to the established procedure. . . .	88	T/PET.11/705, 721, 725, 727-733, 735, 736, 738-744, 745 and Corr.1 and Add.1, 746-749, 750 and Add.1, 751-756, 757, 758-761, 763, 765, 766 and Add.1, and 767	1962 (XXIV) to 1995 (XXIV)	T/L.942 to 944
Petitions raising general questions.	66	T/PET.11/L.28, 29 and Add.1, 30-44, 45, 46-60, T/PET.11/R.7		
Communications raising general questions.	34	T/COM.11/L.308-316, 319-331		

The great majority of the petitions examined according to the established procedure contained complaints against restrictions placed on opposition parties or against the conduct of the municipal or general elections. On these petitions, as well as on a number of others containing miscellaneous economic or social grievances, the Committee drew the attention of the petitioners to the observations of the Administering Authority.

50. In the case of eight petitions from Somali ex-servicemen, containing claims arising out of military service, the Council noted with satisfaction that it was the intention of the Administering Authority to effect a final settlement of all such claims before the termination of the Trusteeship Agreement and requested the Administering Authority to inform all concerned of the steps contemplated by it to that effect.[41]

51. In respect of a petition which dealt with the arrest of five persons following a political incident, the Council noted that the persons in question were at present on bail awaiting trial.[42]

52. In respect of petitioners who contested the claim of a non-indigenous person to land cultivated by them, the Administering Authority reported that the person concerned had renounced her claim and that a formal statement from her was awaited. The Council requested the Administering Authority to inform it when a final settlement was reached.[43]

53. In the case of a petition relating to an incident at Garoe, the Council requested the Administering Authority to inform it of the results of the proceedings against the persons who were arrested and taken to the regional prison at Bosaso.[44]

L. PETITIONS CONCERNING ALL TRUST TERRITORIES

54. At its twenty-third and twenty-fourth sessions, the Council considered two petitions on general questions (T/PET.GEN/L.2 and L.3) concerning all Trust Territories during its examination of the annual reports on the various Trust Territories.

41/ Resolutions 1966 (XXIV) and 1994 (XXIV).

42/ Resolution 1976 (XXIV).

43/ Resolution 1986 (XXIV).

44/ Resolution 1995 (XXIV).

Chapter IV

VISITS TO TRUST TERRITORIES

A. UNITED NATIONS VISITING MISSION TO TRUST TERRITORIES IN WEST AFRICA, 1958

1. The United Nations Visiting Mission to Trust Territories in West Africa, 1958, appointed by the Council at its twenty-second session (resolution 1907 (XXII)), was composed of Mr. Benjamin Gerig (United States of America), Chairman; Mr. Georges Salomon (Haiti); Mr. Rikhi Jaipal (India) and Mr. Gray Thorpe (New Zealand). At its ninth special session, the Council, by resolution 1924 (S-IX) of 7 November 1958, gave the Mission additional terms of reference concerning the consultation of the people of the Cameroons under French administration as to their future.

2. The Mission departed from Headquarters in October 1958. After short stops in London and Lagos where it had preliminary discussions with the United Kingdom and Nigerian Federal authorities, the Mission visited the Cameroons under British administration from 29 October to 13 November. It then proceeded to Kaduna for consultation with officials of the Government of the Northern Region of Nigeria and thence to the Cameroons under French administration which it visited from 14 November to 6 December. Before returning to Headquarters, the Mission had brief stays in Paris and London where it held discussions with officials of the French and United Kingdom Governments.

3. In accordance with its terms of reference, the Mission submitted a report on each of the Territories visited. The two reports of the Mission were examined by the Council at its twenty-third session, together with General Assembly resolution 1282 (XIII) of 5 December 1958. An account of the Council's examination of the reports is contained in the special report which the Council submitted to the General Assembly at its thirteenth session concerning the future of the two Cameroons.1/

B. UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORY OF WESTERN SAMOA, 1959

4. During its eighth special session, the Council completed the arrangements for the dispatch of a visiting mission to the Trust Territory of Western Samoa in 1959. At its 938th meeting, it approved the nominations of Mr. Jacques Koscziusko-Morizet (France), Mr. Arthur S. Lall (India), Mr. Omar Loutfi (United Arab Republic) and Sir Andrew Cohen (United Kingdom of Great Britain and Northern Ireland) as the members of the Visiting Mission, and it elected Mr. Lall as Chairman of the Mission. At the next meeting, it adopted a resolution2/ setting forth the terms of reference of the Visiting Mission. In this resolution, the Council directed the Visiting Mission: (1) to investigate and report as fully as possible on the steps taken in the Trust Territory towards the realization of the objectives set forth in Article 76 b of the Charter of the United Nations, taking into account the terms of General Assembly resolution 321 (IV) of 15 November 1949 and other relevant Assembly resolutions; (2) to give attention, as might be appropriate in the light of discussions in the Trusteeship Council and in the General Assembly and of resolutions adopted by them, to issues raised in connexion with the annual reports on the administration of the Trust Territory, in petitions received by the Council relating to the Territory, in the reports of the previous periodic visiting missions to the Territory and in the observations of the Administering Authority on those reports; (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, such of the petitions received as, in its opinion, warranted special investigation; and (4) to examine, in consultation with the Administering Authority, the extent to which the objectives of trusteeship had been attained by the Trust Territory and the further steps necessary for their attainment. Finally, the Council requested the Visiting Mission to submit to the Council as soon as practicable a report containing its findings with such observations, conclusions and recommendations as it might wish to make.

5. The Mission departed from Headquarters on 14 March 1959 and after discussions with ministers and officials of the New Zealand Government in Wellington spent the period from 25 March to 17 April in Western Samoa. While it made some visits to Savaii and outlying districts on Upolu, the Mission devoted the greater part of its programme to discussions with the Samoan leaders and representatives at Apia on constitutional questions and on the steps necessary for the attainment of self-government, as well as to hearing various deputations on those questions. After further discussions at Wellington, the Mission returned to Headquarters where its report was adopted on 21 May.

6. The Council examined the Mission's report at its twenty-fourth session in conjunction with the annual report of the Administering Authority, and the Mission's observations, conclusions and recommendations, together with the Council's conclusions and recommendations on the same subject are set forth in chapter VII of part II dealing with conditions in Western Samoa. In addition, the Council adopted a resolution3/ in which, inter alia, it expressed its appreciation of the work accomplished by the Visiting Mission on its behalf, decided that it would continue, in future examinations of matters relating to the Trust Territory, to take into account the Mission's

1/ Official Records of the General Assembly, Thirteenth Session, Annexes, agenda item 13, document A/4094.

2/ Resolution 1922 (S-VIII).

3/ Resolution 1951 (XXIV).

observations and conclusions as well as the oral observations made by the Government of New Zealand, and invited the Administering Authority to take into account the conclusions of the Visiting Mission as well as the comments made thereon by the members of the Trusteeship Council.

C. UNITED NATIONS VISITING MISSION TO THE TRUST TERRITORIES OF NAURU, NEW GUINEA AND THE PACIFIC ISLANDS, 1959

7. During its eighth special session, the Council also completed the arrangements for the dispatch of a visiting mission to the Trust Territories of Nauru, New Guinea and the Pacific Islands in 1959. At its 938th meeting, it approved the nominations of Mr. Alfred Claeys Boûûaert (Belgium), U Tin Maung (Burma), Mr. Chiping H. C. Kiang (China) and Mr. Sergio Kociancich (Italy) as members of the Visiting Mission and it elected Mr. Kiang as Chairman of the Mission. At the following meeting, it adopted a resolution[4/] on the terms of reference of the Visiting Mission. This resolution was similar to that covering the Visiting Mission to Western Samoa except that it did not contain a special provision directing the Visiting Mission to examine the extent to which the objectives of trusteeship had been attained by the Trust Territories concerned and the further steps necessary for their attainment.

8. The Mission departed from Headquarters on 4 February 1959 and proceeded via Honolulu to Guam (headquarters of the Government of the Trust Territory of the Pacific Islands). It spent the period 10 February to 16 March in Guam and that Trust Territory, except for the four days from 10 to 16 March in the Manus District of New Guinea; it visited all districts of that Territory except Mandang and Bougainville. After consultations at Port Moresby (headquarters of the Administration of the Territory of Papua-New Guinea) on 14 April and at Canberra with ministers and senior officials of the Australian Government, the Mission returned to Headquarters on 25 April.

9. The Mission submitted to the Council separate reports on the Territories visited.[5/] These reports, together with written observations submitted by the Government of Australia concerning the report of Nauru,[6/] were examined by the Council in conjunction with the annual reports of the Administering Authorities concerned. The main observations and conclusions of the Mission on conditions in Nauru and New Guinea are to be found in the chapters on those Territories in part II of the present report, while those relating to the Trust Territory of the Pacific Islands are included in the Council's report to the Security Council on conditions in that Territory.[7/] In addition, the Council adopted a resolution[8/] similar to terms to that adopted in respect of the report of the Visiting Mission to Samoa.

4/ Resolution 1923 (S-VIII).

5/ T/1447, T/1448 and Add.1, and T/1451.

6/ T/1460.

7/ S/4206.

8/ Resolution 1952 (XXIV).

Chapter V

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

A. GENERAL

1. By resolution 1274 (XIII) of 5 December 1958, the General Assembly noted that by the measures taken or to be taken by some Administering Authorities on consultation with the United Nations and the peoples of the Territories concerned, Togoland under French administration, the Cameroons under United Kingdom administration, the Cameroons under French administration, Somaliland under Italian administration and Western Samoa under New Zealand administration were expected to achieve in 1960 the objective of the Trusteeship System laid down in Article 76 b of the Charter of the United Nations. The Assembly went on to invite the Administering Authorities concerned to formulate, in respect of the remaining Trust Territories, early successive intermediate targets and dates in the fields of political, economic, social and educational development of these Territories so as to create, as soon as possible, the pre-conditions for the attainment of self-government or independence. Finally, the Assembly reaffirmed its resolution 558 (VI) of 18 January 1952 and other pertinent resolutions on the same subject, once again urged the Administering Authorities to implement the terms of those resolutions, and requested the Trusteeship Council to report to it at its fourteenth session on the progress made in implementing its recommendations.

2. It may be recalled that the General Assembly, in its resolution 558 (VI) and later resolutions on the same subject 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 the measures taken or contemplated to lead the Territory to the objective of self-government or independence in the shortest possible time, 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, the adequacy of the provisions of the existing Trusteeship Agreement, and 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 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 the subjects.

3. 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. According to this procedure, the question of the attainment is considered by the Council in conjunction with the examination of conditions in each Trust Territory, and the various information desired by the General Assembly is included in the chapter of its report to the Assembly dealing with conditions in the Territory, together with the conclusions and recommendations of the Council.

4. During the period under review, the Council applied the special procedure in examining conditions in Tanganyika, Ruanda-Urundi and the four Trust Territories in the Pacific. As regards the establishment 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 special section 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 chapter 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. References in greater detail to the information desired by the General Assembly are set out in the sections which immediately follow.

B. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMITS FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

5. 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 part II of the present report as follows:

Territory	Chapter	Paragraphs
Tanganyika	I	176 - 178
Ruanda-Urundi	II	200 - 201
Western Samoa	VII	188 - 194
New Guinea	VIII	212
Nauru	IX	134 - 135

C. MEASURES INTENDED TO LEAD THE TRUST TERRITORIES TO SELF-GOVERNMENT OR INDEPENDENCE

6. 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 part II of the present report as follows:

Subject and Territory	Chapter	Paragraphs
(a) Consultations with inhabitants in regard to measures taken or contemplated toward self-government		
Tanganyika	I	14 - 15
Ruanda-Urundi	II	19 - 23
Western Samoa	VII	5 - 8
New Guinea	VIII	56
(b) Development of representative, executive and legislative organs and the extension of their powers		
Tanganyika	I	16 - 21
Ruanda-Urundi	II	24 - 30
Western Samoa	VII	9 - 15
New Guinea	VIII	37 - 55
Nauru	IX	21 - 25
(c) Development of universal adult suffrage and direct elections		
Tanganyika	I	22 - 27
Ruanda-Urundi	II	31 - 34
Western Samoa	VII	33 - 38
New Guinea	VIII	57
Nauru	IX	26 - 27
(d) Training and appointment of indigenous persons for positions of responsibility in the administration		
Tanganyika	I	35 - 39
Ruanda-Urundi	II	35 - 38
Western Samoa	VII	42 - 48
New Guinea	VIII	58 - 68
Nauru	IX	28 - 32
(e) Development of adequate public revenue		
Tanganyika	I	95 - 103
Ruanda-Urundi	II	85 - 91
Western Samoa	VII	108 - 112
New Guinea	VIII	104 - 109
Nauru	IX	57 - 67

Chapter VI

EFFECTS OF THE EUROPEAN ECONOMIC COMMUNITY ON THE DEVELOPMENT OF CERTAIN TRUST TERRITORIES

A. GENERAL

1. By its resolution 1275 (XIII) of 5 December 1958, the General Assembly again requested the Administering Authorities concerned to include in their annual reports information concerning the effects of the association with the European Economic Community of the Trust Territories under their administration on the economic development of these Territories and on their development towards independence or self-government, and also requested the Trusteeship Council to examine this question at its next session and to report to the General Assembly at its fourteenth session.

2. At its 943rd meeting, the Council decided to take the resolution into account during its examination of conditions in the Territories associated with the European Economic Community and to continue the examination of the question at its twenty-fourth session.

3. Of the four Trust Territories associated with the European Economic Community, conditions in two—Ruanda-Urundi and Somaliland under Italian administration—were examined at the twenty-fourth session, at which time the effect of the Community on those Territories was studied. A summary of the conclusions and recommendations adopted by the Council as a result of that examination are given in sections B and C below.1/ For reasons explained above, the Council did not carry out a full examination of conditions in the other two Trust Territories affected, namely Togoland and the Cameroons under French administration. However, when the Council resumed its discussion of the general question at its 1037th meeting, the representative of France provided information on the effects of the European Economic Community on those Territories and this is reproduced in section D below.

4. Following the general debate at that meeting, the Council decided that a separate chapter of its report to the General Assembly should be devoted to the question and that a summary of the views expressed by individual members should be included. This summary forms section E.

B. EFFECTS ON RUANDA-URUNDI

5. At its twenty-fourth session, the Council noted the information submitted by the Administering Authority on the financing by the European Economic Community Development Fund of four Ruanda-Urundi projects representing the sum of 50 million Belgian francs for 1958, out of a total of 500 million francs which has been allocated to Ruanda-Urundi for the period 1958-1962. The projects in question were the development of the Mayaga-Bugasere area, the improvement of road communications (branch road to Muramvya and communication by road with the Mosso) and the introduction of tea-planting in the Bumba district.

6. Recalling General Assembly resolution 1275 (XIII), the Council expressed the hope that the Administering Authority would continue to include as complete information as possible on the effects of the European Economic Community on the Territory's development in its forthcoming annual reports.

7. Finally the Council noted the statement of the Administering Authority to the effect that Ruanda-Urundi was not a member of the European Economic Community and had no obligations under the Treaty of Rome, but that through its association with this Community it benefited, on the one hand, from the financing of certain projects by the Development Fund and, on the other hand, from the effects which the lowering of customs tariffs of members of the Community might have on the export trade of the Trust Territory.

C. EFFECTS ON SOMALILAND UNDER ITALIAN ADMINISTRATION

8. At its twenty-fourth session, the Council was informed that in May 1958 the Government of Somalia had declared Somalia to be associated with the European Common Market till 2 December 1960. Subsequently, the Government of Somalia, through the Administering Authority, has requested that the construction of a new hospital of 730 beds at Mogadiscio be financed from funds allocated for the social and economic development of Somalia by the Community. The new hospital is to replace the existing 600-bed De Martino Hospital and will cost about So.15 million (approximately US$1,950,000).

9. The Council noted that the declaration of intentions concerning Somaliland embodied in the protocol of the Treaty of Rome provided that the Territory would be free to continue or to discontinue its association with the European Economic Community after that date, that another protocol to the Treaty provided for the continuation of the duty-free entry of Somali goods into Italy and the funds allocated for the construction of the hospital would not in any way prejudice the freedom of the independent State vis-à-vis the Community.

D. EFFECTS ON TOGOLAND AND THE CAMEROONS UNDER FRENCH ADMINISTRATION

10. At the twenty-fourth session, the representative of France informed the Council that the association of Togoland and the Cameroons with the Community had had the effect of facilitating the disposal of their commodities on certain markets, without leading to any

1/ For further details see chapters II and III of part II.

change in the situation with respect to their international obligations.

11. Moreover, the Governments of these new States had recently requested credits for the rapid implementation of economic and social projects. Thus, for the year 1958, the European Economic Commission approved the financing by the Development Fund for Overseas Countries and Territories of the following social projects: (1) for the Republic of Togoland: a maternity hospital at Anecho, 29,860 A.M.E.2/ units; a hospital at Palime, 90,180 A.M.E. units; elementary schools, 162,000 A.M.E. units; (2) for the State of the Cameroons: a hospital pavilion at Meiganga, 52,000 A.M.E. units; a hospital pavilion at N'Tui, 30,000 A.M.E. units; a water point for the Mora subdivision, 249,000 A.M.E. units.

With regard to economic investment projects, the same Commission had likewise approved, for 1958, the following projects: (1) for the Republic of Togoland: railway modernization, 294,000 A.M.E. units; electrification of the cranes at the Lomé wharf, 164,000 A.M.E. units; (2) for the State of the Cameroons: for shipping berths at the port of Douala, approximately 3,565,000 A.M.E. units. Thus the credits allotted for 1958 totalled $4,636,040.

12. The projects which were approved by the Commission represented all the requests which were made by Togoland and the Cameroons for the year 1958.

E. OBSERVATIONS OF MEMBERS OF THE COUNCIL

13. The representative of the Union of Soviet Socialist Republics observed that the convention associating the overseas territories, among which are Trust Territories, had been concluded without the cognizance of the United Nations and specifically of the Trusteeship Council. Furthermore, it had been concluded not by the Governments of the Trust Territories concerned but by the Administering Authorities. The indigenous people had not participated in the conclusion of the convention, nor in the creation of the Special Fund for the Development of Overseas Territories and they had no voice in its administration. He felt that the association of the Trust Territories with the European Economic Community was an action designed to bind the Territories politically and economically for a long time to the unions instituted by the Administering Authorities. He noted that the General Assembly had every reason to express concern that the association of Trust Territories with the Community might considerably hinder the development of these Territories toward the attainment of self-government or independence.

14. He stated that the States members of the European Economic Community, by including the Trust Territories in the economic agreements, were basing their activities on their own interests and seeking to strengthen the existing economic dependence of those Territories on the metropolitan countries, even after their accession to independence. Although the Trust Territories of Somaliland under Italian administration, Togoland and the Cameroons under French administration were on the threshold of independence, long-term conventions had been entered into and plans were being implemented which would bind the future independent States to the European Economic Community. Therefore the declarations by the Italian delegation to the effect that Somaliland, when it attained independence, would be able to secede from the conventions was just a statement which would be very difficult and perhaps impossible to implement. He noted that even such declarations had not been made in respect of Togoland and the Cameroons under French administration.

15. The inclusion of the Trust Territories in the European Economic Community endangered their future development and national self-determination. That was why many organizations and groups in the Trust Territories evidenced so much concern. The indigenous inhabitants indicated that they had not been consulted when the convention was concluded and that there were no guarantees that the funds would be used in the interests of the Trust Territory and not for financing its economic exploitation for the benefit of the metropolitan country and the other participants in the Community.

16. He believed that Trust Territories, especially those on the threshold of independence, should not be burdened by conventions of a political, economic or other character which had been originally concluded not by their own Governments but by their Administering Authorities and which would bind the Governments of the future independent States. He felt that Trust Territories, having once attained independence, must have a full and unrestricted right to decide what conventions they wished to enter into and with whom such conventions should be concluded. This was an unalienable sovereign right of the future independent States which are at present Trust Territories.

17. The representative of the United Arab Republic considered that consultations should have taken place prior to the association of the Trust Territories with the European Economic Community and he hoped that similar situations would not arise in the future. The fact that the Territories were not members of the Community and were not represented in its supervisory organizations did not lessen the fact that they would feel its effects. Furthermore, the development projects which were financed previously by the Administering Authority concerned, which was responsible to the Trusteeship Council, would henceforth be financed by an organization within which the Trust Territories were not represented and within which the Administering Authority would not have a preponderant voice. He emphasized that certain States which were members of the governing body but not responsible to the Trusteeship Council would decide what projects should be submitted to the Trust Territories. Also, it was a very important feature that the Community always exercised supervisory control over the projects which it was financing. This supervision took into account the general interest of the Community rather than a particular interest of a Trust Territory. Indeed there was a provision in the Treaty for the distribution of the funds available for development on a reasonable geographical basis. It was not, therefore, a question of the exclusive interest of the Trust Territories. He added that customs tariffs in Trust Territories were established by services which were alien to them. Moreover, since foreign trade was in the hands of Europeans, the Trust Territories were not in a position to dispose of their raw materials as they wished.

2/ 1 A.M.E. unit = 494 French francs = 1 dollar.

18. He had listened with satisfaction to the declaration by the representative of Italy in which the latter had stated that a declaration of intention concerning Somaliland had been included in the protocol of the Rome Treaty. He urged that similar declarations should be made by the Administering Authorities concerned in respect of Togoland and the Cameroons under French administration and Ruanda-Urundi. He explained that he attached great importance to having these declarations made as soon as possible.

19. The representative of Italy pointed out that the statement made by his delegation with regard to the ability of Somaliland to secede from the European Economic Community could not be considered to be "merely verbal". Moreover, he could not agree that the association of Trust Territories with the European Economic Community was harmful to them. On the contrary it had opened possibilities for the stimulation of development and production, and for the industrialization of those areas and for the raising of their standards of living. He also referred to the statement on the question which he had made during the general debate on conditions in Somaliland.

20. The representative of France stated the application of the Treaty of Rome to Trust and Overseas Territories was solely for the purpose of improving the standard of living of the peoples concerned. The suggestion that the association of Togoland and Cameroons with the European Economic Community had delayed their independence was refuted by the fact that Togoland and the Cameroons had already attained self-government when the Treaty of Rome was signed and that Togoland and the Cameroons would shortly become independent.

21. He added that it was quite clear that if the independent States of Togoland and the Cameroons wished to break their association with the European Economic Community, they would be free to do so.

22. The representative of Belgium stated that her delegation had made a full statement on the effects of the association of Ruanda-Urundi with the European Economic Community during the debate on that Territory. Recalling the principles which governed the association of the Overseas Territories with the Community, she emphasized that this association must first of all enable the interests of the inhabitants of these Territories to be promoted. The association would give them the possibility of having access without customs duties or any quota restrictions to the market of the six member countries in order to sell their products. On the other hand, and this was a fundamental difference between the member countries and the associated countries, they kept the right to maintain or establish customs duties which were in keeping with the needs of their development or, if need be, of their industrialization.

23. She further stated that it was not the members of the European Economic Community which determined the projects to which the Development Fund would be applied; it was Ruanda-Urundi which had submitted to the European Economic Community a number of projects, several of which had already been approved. Those projects had been in the exclusive interest of the development of the Territory.

24. She repeated that the association with the Community allowed Ruanda-Urundi to benefit from the economic help of a group of industrialized countries while giving it the possibility of deciding, when it became self-governing or independent, whether it wished or did not wish to remain associated with the Community.

Chapter VII

OTHER QUESTIONS CONSIDERED BY THE 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 reports on administrative unions affecting four Territories.

2. Reports relating to Tanganyika and the Cameroons under British administration 1/ were submitted during the twenty-third session. In the first of these, the Standing Committee proposed a number of draft conclusions and recommendations, which were adopted by the Council at its 964th meeting. In its report relating to the Cameroons under British administration, the Standing Committee noted that the future of the Territory had now become primarily a direct concern to the General Assembly under the terms of its resolution 1350 (XIII) of 13 March 1959 and therefore considered it unnecessary to present a report on the operation of the administrative union affecting that Territory, a conclusion which was approved by the Council at its 966th meeting.

3. Reports relating to Ruanda-Urundi and New Guinea 2/ were submitted during the twenty-fourth session. These contained a number of draft conclusions and recommendations, which were adopted by the Council at its 1031st and 1037th meetings respectively for inclusion in the chapters on conditions in the Territories concerned. 3/

B. RURAL ECONOMIC DEVELOPMENT OF THE TRUST TERRITORIES

4. The Committee on Rural Economic Development of the Trust Territories established by Trusteeship Council resolution 302 (VIII) of 15 March 1951 continued its study of the prevailing policies, laws and practices relating to land, land utilization and the alienation of land. At its 965th meeting on 18 March 1959, the Council referred to the Committee a report submitted by FAO in accordance with General Assembly resolution 1208 (XII) concerning land tenure and land use problems in Tanganyika and Ruanda-Urundi. 4/ At the close of the twenty-fourth session, the Committee stated in an interim report 5/ that it had begun work on rural economic development in Tanganyika, but because of the illness of its Chairman and because of the subsequent very full work programme of the Council it had been unable to hold further meetings. At its 1032nd meeting, the Council adopted a resolution, 6/ by which it invited the Committee to submit a report on population, land utilization and land tenure in Tanganyika to the next session of the Council, at which conditions in that Territory would be examined

C. 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-fourth session a periodic report 7/ 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 covers the period from 10 June 1958 to 9 June 1959, information is given on the distribution of United Nations official records and other information material specially prepared or selected for use in Trust Territories. During that period, 691 copies of appropriate official records of the United Nations were dispatched to officials and others in Trust Territories as compared to 702 copies in the previous period. A total of thirty-seven different titles of other information material in English, French, Italian and Arabic amounting to approximately 15,000 copies were forwarded to some 120 addressees. The number of free subscriptions to the United Nations Review, which continued its full coverage of the operation of the International Trusteeship System, has risen from 69 to 167. Selected press releases, photographs, recorded radio programmes and scripts, etc., were made available to Trust Territories. The report also contains information relating to the dissemination of information in particular Trust Territories.

7. By resolution 1276 (XIII) of 5 December 1958, the General Assembly requested the Secretary-General to prepare for the twenty-fourth session of the Trusteeship Council a report on the early establishment of United Nations information centres in or near the Trust Territories, taking into account the report of the Committee of Experts on United Nations Public Information 8/ and the decision taken upon that report by the General Assembly at its thirteenth session. 9/

8. In his report, 10/ the Secretary-General explained that under the present arrangements, by agreement with the Administering Authorities, material was supplied to Trust Territories not only from United Nations Headquarters, but also, wherever practicable, through a number of existing United Nations information centres. New information centres might be esta-

1/ T/L.698 and T/L.707 respectively.

2/ T/L.925 and T/L.925/Add.1 respectively.

3/ Chapters II and VIII of part II.

4/ T/1438.

5/ T/1480.

6/ Resolution 1953 (XXIV).

7/ T/1463.

8/ Official Records of the General Assembly, Thirteenth Session, Annexes, agenda item 55, document A/3928.

9/ Resolution 1335 (XIII).

10/ T/1467.

blished only after the host State concerned, or in this instance the relevant Administering Authority, had requested or agreed to the establishment of a United Nations information centre and after the General Assembly had provided the necessary funds. Thus far, no requests had been received by the Secretary-General from the Administering Authorities for the establishment of information centres in any of the Trust Territories. When and if any such requests were submitted, they would require examination with respect to the financial implications involved by the appropriate United Nations bodies.

9. The Council began consideration of the two reports of the Secretary-General at its 979th meeting. The Council held a further discussion on the question at its 1038th meeting, in the course of which it adopted a resolution,[11] by which it took note of the report of the Secretary-General concerning the establishment of United Nations information centres and invited the Secretary-General and each of the Administering Authorities concerned to consider together the possibility of requesting the United Nations Information Centre now operating from Accra and the United Nations Information Office to be attached in the latter part of 1959 or at the beginning of 1960 to the Economic Commission for Africa at Addis Ababa, to give further assistance to Trust Territories in Africa.

D. 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 its 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.

11. Following the examination of the last report of the Council, the General Assembly adopted resolution 1277 (XIII) of 5 December 1958 whereby it 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. The General Assembly also requested the Member States offering scholarships to take into account, wherever possible, the need to provide travel funds to prospective students and further requested the Secretary-General to give such assistance as was possible within the framework of the existing procedures. Finally, the General Assembly requested the Trusteeship Council to resume its sessions held in 1959 to consider these questions and to report thereon to the General Assembly at its fourteenth session. At its 943rd meeting, the Trusteeship Council took note of General Assembly resolution 1277 (XIII).

12. At the twenty-fourth session, the Secretary-General submitted to the Council a periodic report on the progress of the scholarship programme[12] which contained, as requested by General Assembly resolution 1277 (XIII), detailed information concerning the actual use of scholarships and training facilities according to the information supplied by the Member States offering such facilities. During the period from June 1958 to June 1959, fifteen Member States made available a total of 117 scholarships and eleven fellowships, of which 104 scholarships were also open to students fron Non-Self-Governing Territories. During the same period, the Secretary-General received a total of 146 applications and was informed by a number of Member States that sixty applications had been submitted to them directly. Awards of scholarships for the academic year 1958-1959 to students from Trust Territories totalled twenty-four and, on the basis of information available, as at 2 June 1959, a total of thirty-three scholarships were actually utilized, of which five were renewals of scholarships granted in previous years and three were extended travel grants. The Secretary-General was also informed that four awards were made for the academic year 1959-1960 on a provisional basis.

13. The Council took note of the report at its 1011th meeting, at which time the representative of Burma stated that his Government had since its publication awarded a first scholarship to a student from a Trust Territory.

E. REVISION OF THE QUESTIONNAIRE RELATING TO TRUST TERRITORIES

14. 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,[13] 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.

15. During the period under review, the Sub-Committee submitted two reports[14] to the Council proposing changes to the existing questionnaire to adapt it to conditions in Nauru and Tanganyika respectively. In each case, it decided to transmit the report to the Administering Authority concerned for its observations. Having received the observations of Australia[15] on the report on Nauru, it decided to refer both documents to the Sub-Committee for further study.

F. ECONOMIC AID FOR SOMALIA

16. By its resolution 1278 (XIII) of 5 December 1958, the General Assembly, inter alia, requested the Trusteeship Council at its twenty-fourth session to consider the prospects of further assistance from the Special Fund, from the Expanded Programme of Technical Assistance and from the specialized agencies, and to report to the General Assembly at its fourteenth session so that the Assembly may have a complete picture of the economic prospects of Somalia when that Territory achieves independence in 1960.

17. At its 943rd meeting, the Council took note of the action which would be required of it under that

11/ Resolution 1955 (XXIV).

12/ T/1462.

13/ T/1010.

14/ T/1430 and T/1459.

15/ T/1456.

resolution. At its twenty-fourth session, it gave consideration to the question during its examination of conditions in the Territory.

G. THE FUTURE OF TOGOLAND UNDER FRENCH ADMINISTRATION

18. At its 943rd meeting, the Council took note of General Assembly resolution 1253 (XIII) of 14 November 1958 on the future of Togoland under French administration.

H. THE FUTURE OF THE TRUST TERRITORY OF THE CAMEROONS UNDER FRENCH ADMINISTRATION AND THE CAMEROONS UNDER UNITED KINGDOM ADMINISTRATION

19. At its 963rd meeting, the Council adopted a special report[16] to the General Assembly on this question, in accordance with General Assembly resolution 1282 (XIII) of 5 December 1958.

16/ Official Records of the General Assembly, Thirteenth Session, Annexes, agenda item 13, document A/4094. This document was examined by the Assembly at its resumed thirteenth session.

I. HEARING OF MR. JOHN KALE

20. By its resolution 1279 (XIII) of 5 December 1958, the General Assembly drew the Council's attention to a statement of Mr. John Kale, as a petitioner, on Ruanda-Urundi.

21. At its 943rd meeting, the Council decided to take the statement into account in its examination of conditions in that Territory.

J. REPORT OF THE COUNCIL

22. By its resolution 1280 (XIII) of 5 December 1958, the General Assembly took note of the report of the Trusteeship Council covering the work of its twenty-first and twenty-second sessions[17] and recommended that the Trusteeship Council, in its future deliberations, should take into account the comments and suggestions made during the discussion of the report at the thirteenth session of the General Assembly.

23. At its 943rd meeting, the Council took note of this resolution.

17/ Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822).

Part II
CONDITIONS IN THE TRUST TERRITORIES

Chapter I

TANGANYIKA

I. GENERAL

Outline of conditions, and recommendations adopted by the Trusteeship Council

LAND AND PEOPLE

1. A description of the Territory and its people was given in the report of the Trusteeship Council to the General Assembly at its thirteenth session. A census held in 1957 showed a total population of 8,785,613 of whom 8,662,684 were Africans. The relatively small non-African population, totalling 122,929, included 76,417 Asians (Indians, Pakistanis and Goans), 19,088 Arabs and 20,534 Europeans. Only about 3,000 Europeans are considered to be permanently settled in the Territory.

INTERNATIONAL

2. In December 1958—January 1959 Tanganyika was represented at the first session of the Economic Commission for Africa, held in Addis Ababa.

GENERAL

3. In the past, the Trusteeship Council has been concerned with the problems inherent in the presence of the non-African minorities who, for the time being, enjoy a greater degree of advancement than the indigenous majority. The stated objective of the Administering Authority is to establish an integral society with non-racial institutions of government. At the present stage of the Territory's evolution, however, a system of multi-racial representation prevails in the central legislature and in many other bodies, whereby the three main racial groups have parity of representation irrespective of their numerical strength. The Administering Authority has explained to the Council that the parity system is intended to promote confidence among the races and represents a transitional phase in the Territory's political progress. The Administering Authority has assured the Council that its policy is to provide for the full participation of all sections of the population in the progressive development of political institutions and that since the vast majority of the people are Africans, their participation in the legislative and executive branches of government is bound to increase as their educational, social and economic progress continues. In further declarations, made to the Council at its twenty-first session, the Administering Authority gave an assurance that it would devote the utmost vigour to preparing the Territory as quickly and as thoroughly as possible for self-government in accordance with the objectives of the Trusteeship System and stated that all its actions and policies were designed to secure the emergence of a sense of Tanganyikan nationhood with special emphasis on the development of racial harmony.

4. At its twenty-first session, the Council welcomed these declarations. In view of a statement by the 1957 Visiting Mission that a significant number of Africans entertained doubts concerning the Territory's political future, the Council urged the Administering Authority to study ways of ensuring that the full meaning of its policies and intentions were made known to all sections of the population in readily understandable terms.

5. At the October 1958 meeting of the Legislative Council, the new Governor, Sir Richard Turnbull, made the following statement: "In terms of population the Africans are and always will be an overwhelming majority in Tanganyika, and as the country progresses, it is right and proper, as indeed it is natural and inevitable, that African participation both in the legislature and in the executive should steadily increase. It is not intended, and never has been intended, that parity should be a permanent feature of the Tanganyika scene. On the other hand it is intended, and always has been intended, that the fact that when self-government is eventually attained both the legislature and the government are likely to be predominantly African should in no way affect the security of the rights and interests of those minority communities who have made their homes in Tanganyika. I am glad to note that the responsible leaders of the major political parties in the Territory are in complete agreement on this important matter and that there is therefore a good prospect that in due course there will exist in Tanganyika a government to which Her Majesty's Government will be able to devolve their trust as being a government under which responsible people of all races would feel secure."

6. At its twenty-third session the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the statement made by the Governor of Tanganyika at the opening of the Legislative Council on 14 October 1958, in which he declared that in view of the fact that Africans were and would remain an overwhelming majority of the population of Tanganyika, African participation both in the legislature and in the executive should steadily increase; that it had never been intended to make parity a permanent feature of the Tanganyika scene; that the fact that the legislature and the government of a self-governing Tanganyika were likely to be predominantly African should in no way affect the security of the rights and interests of the minority communities; and that there was complete agreement on this matter among the responsible leaders of major political parties.

The Council also notes with great satisfaction that this statement of policy was warmly welcomed throughout the Territory, and that the president of the Tanganyika African National Union (TANU), who is also

chairman of the Tanganyika Elected Members Organisation of the Legislative Council, remarked that this statement, which had been awaited for a long time, removed the fears of the Africans, who would take the necessary responsible attitude that was expected of them.

The Council is confident that the existing harmonious relations between the various sections of the population, on the one hand, and the Government of Tanganyika and the Territory's political parties, on the other hand, will continue to grow and develop. In the Council's view this harmony of purpose and interest among all parties concerned constitutes the foundation of a Tanganyikan nation in which the inhabitants of all races who have made Tanganyika their home will enjoy equal rights and privileges and have equal opportunities.

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

GENERAL

7. The representative of the United States of America was of the opinion that the statement by the Governor should remove for all time the fear of those Africans who believed that their territory was headed for a form of self-government which would allow Europeans to retain a disproportionate share of political control. He was confident that the Administering Authority would encourage Tanganyika, as a Trust Territory, to advance on its own merits, unimpeded by conditions in neighbouring areas which were not under international supervision.

8. The representative of Italy felt that the attention of the responsible elements in the Territory should be drawn to the fact that the observance of the law was the pre-condition for orderly development in the Territory.

9. The representative of the Union of Soviet Socialist Republics considered that the Administering Authority was doing nothing to correct the inexcusable discrimination against the African population; on the contrary, many facts confirmed that the Administering Authority permitted it.

10. The representative of China recalled that up to July 1958 there seemed to have developed in the whole of Tanganyika a degree of uncertainty as to the real intentions of the Administering Authority on parity and multi-racial policy. Now instead of confusion, misunderstanding, frustration and fears working together in a vicious circle, there were hopeful signs of progress and stability.

11. The representative of Burma noted that a non-African minority which constituted no more than 2 per cent of the total population occupied the higher ranks of Tanganyika society in every walk of life, while the indigenous African majority had to put up with subsistence economy and a primitive society largely devoid of any modern social and political values. He hoped that every further step would be such that the overwhelming indigenous African interest was rightfully accentuated and emphasized.

12. The representative of the United Arab Republic was of the opinion that the Administering Authority should embark without any delay upon a vigorous plan aiming at the Africanization of the Territory, the diversification of its economy and the safeguarding of the future rights and interests of the people of Tanganyika.

13. The representative of Australia commended the Administering Authority for the progressive policy outlined in the Governor's speech in the Legislative Council.

II. POLITICAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

CONSULTATIONS WITH THE INHABITANTS ON MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

14. The present constitutional arrangements are largely the result of popular consultations undertaken most recently by the Committee on Constitutional Development in 1951 and by the Franchise Committee of the Legislative Council in 1956. Further constitutional advances will be studied by the Post-Elections Committee of the Legislative Council which is to be appointed in March 1959 and which will include elected representatives.

15. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council, recalling the conclusions and recommendations adopted at its twenty-first session in which it expressed the hope that the Administering Authority would lose no time in appointing a constitutional committee after the elections to the Legislative Council, notes with satisfaction that the Administering Authority, having advanced the second phase of the elections by seven months, intends to appoint a Post-Elections Committee in March 1959. It reiterates the hope expressed at its twentieth and twenty-first sessions that this Committee will be given the broadest terms of reference, and that its composition will be as representative as possible. Now that elections to the territorial legislature have taken place, the Trusteeship Council considers that it would be appropriate for the elected African representatives to have substantial representation on this Committee. The Council attaches the highest importance to this Committee as its work will, in its opinion, contribute in a large measure towards the progressive development of the Territory towards self-government or independence.

The Council looks forward to studying the statement of policy which the Governor is making to the Legislative Council on 17 March 1959.

The Council expresses the hope that as a result of the encouraging developments now existing in Tanganyika the Territory will rapidly make further substantial advances towards the objectives of the International Trusteeship System.

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

16. The structure of the central government remains as described in the previous report of the Trusteeship

Council.[1] Briefly, the Territory is administered by a Governor, assisted by an Executive Council consisting of nine official and seven unofficial members. The various government departments are grouped into Ministries each of which is headed by one of the official members of the Executive Council. In addition, there were in 1957 six Assistant Ministers (four Africans, one European and one Asian) one of whom was also an unofficial member of the Executive Council. Three of the Assistant Ministers resigned in 1958, however, one, a European, to stand (successfully) for election to the Legislative Council, another, an African, to return to his duties as a divisional chief of the Wachagga tribe, though retaining his seat as a nominated member on the government side of the Legislative Council, and the third, also an African, to accept a directorship of Williamson Diamonds Ltd.

17. Territorial legislation is enacted by the Governor with the advice and consent of a Legislative Council consisting of a Speaker, thirty-four members on the government side and thirty-three members on the representative side. The representative side is composed of equal numbers of Africans, Asians and Europeans (one of each race representing each of the ten electoral constituencies and one of each race representing such interests as the Governor may see fit).

18. In September 1958, elections were held for the first time in five of the ten constituencies; elections in the remaining constituencies were held in 1959. Following the elections, the Administering Authority has stated, a committee of the newly composed legislature will be created to consider possible further constitutional advances.

19. At previous sessions, the Council has been desirous of seeing an increased participation by Africans in the central government. The parity formula, which at present accords an equal representation to each racial group in the legislature, was introduced in 1955 as an improvement over the preceding system in which Europeans had outnumbered Africans. The Council has hoped, however, for further increases in African representation and, at its twenty-first session, it welcomed the inclusion of a review of the parity system in the terms of reference of the committee of the legislature to be established in 1959. The Council hoped that no time would be lost in appointing the committee after the elections, that its composition would be as representative as possible and, in particular, that there would be substantial African representation.

20. The Council also expressed interest in a study initiated by the territorial Government in 1957 of ways to provide a further measure of decentralization of government from Dar es Salaam. This study was continued in 1958.

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

The Council welcomes the statement of the special representative that the Administering Authority is now thinking in terms of the appointment by the Governor of unofficial ministers chosen from among the elected representatives and hopes that this step towards the development of responsible executive government will be taken in the near future.

The Council notes with satisfaction that, for the first time in the history of Tanganyika, all the members of the Legislative Council representing constituencies are now elected.

The Council, noting the commendable political consciousness of the people and the sense of responsibility displayed by their representatives, expresses the hope that the Administering Authority will give early consideration to the adoption of measures for progressively decreasing official and nominated representation in the legislature and transforming the Legislative Council into a completely elected body.

Recalling its previously expressed hope that there will be substantial increases in African representation, the Council notes the assurance of the Administering Authority that the terms of reference of the Post-Elections Committee will include the review of the parity system which has been the object of widespread criticism in the Territory.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

22. The situation in regard to the elections to the representative side of the central legislature is described in detail in the previous report of the Trusteeship Council.[2] The Legislative Council Elections Ordinance, passed in 1957, provided for an electoral system based on a common roll with a qualitative franchise. For the purpose of maintaining racial parity, each voter is required to vote for three candidates, one of each race (except where a seat is uncontested). In order to be eligible, each voter must have attained the age of twenty-one, have resided in the Territory for three of the preceding five years and also possess one of the three following qualifications: education up to the level of standard VIII; an income of £150 a year; or experience in certain specified categories of office, including membership of statutory bodies and as traditional chiefs and headmen. The Administering Authority estimated in 1958 that there were approximately 150,000 potential voters possessing the necessary qualifications. The elections were to be held in two parts, the first in September 1958 covering five constituencies (the Northern, Tanga, Eastern, Western and Southern Highlands Provinces), and the second in 1959 covering the remaining constituencies.

23. At its twenty-first session, the Council considered the electoral arrangements in the light of observations by its 1957 Visiting Mission, which reported that it had encountered widespread opposition among Africans both to the compulsory tripartite vote and also to the qualitative restrictions placed on the franchise. The Administering Authority held the view, however, that the elections, which in themselves constituted a major constitutional advance, were an experiment and that the electoral system deserved a fair trial. It pointed out that the system would be reviewed by the constitutional committee to be set up in 1959. In the light of this statement, the Council, recalling a view which it had previously expressed concerning the desirability of progressively broadening the franchise, expressed the hope that the electoral qualifications would be reviewed taking into account the experience gained from the elections and the wishes of the African population with a view to promoting the

1/ Official Records of the General Assembly, Thirteenth Session, Supplement No.4 (A/3822), vol. II, chap. I, paras. 24-29.

2/ Ibid., vol. II, chap. I, paras. 31-39.

introduction of universal suffrage with the least possible delay.

24. At its twenty-third session, the Council was informed that the elections in the first five constituencies had been held on 8 September 1958 and that out of a total of 28,563 registered voters, 22,769, or 79.7 per cent, actually voted. It was believed that large numbers of persons of all races who were in fact qualified to register did not do so.

25. Three candidates, one African and two Europeans, were returned unopposed. Of the remaining twelve successful candidates, the four Africans, including Mr. Nyerere, were all members of the Tanganyika African National Union, and the eight non-Africans were all formally supported by TANU before the elections were held. Mr. Nyerere was subsequently elected as chairman of the newly formed Tanganyika Elected Members Organisation.

26. In August, the Governor announced that he had decided to advance the date of the elections in the remaining five constituencies (Dar es Salaam, West Lake, South East Lake, Southern and Central Provinces) from September 1959 to February 1959. At the closing date for registration, 30,791 prospective voters had registered. The elections were held on 9 February 1959, and only three of the fifteen seats were contested.

27. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council welcomes the information that the elections in five constituencies were advanced from September 1959 to 9 February 1959, and that the elections for all members of the Legislative Council representing constituencies have now been completed. It is gratified to learn that these elections went smoothly and that no difficulties were encountered.

The Council notes that these elections were held under a system of restricted franchise and of compulsory tripartite voting, which had met with widespread opposition in the Territory. It notes on the other hand that these electoral arrangements, which were considered by the Administering Authority as experimental, resulted in TANU, which had opposed them, gaining a sweeping victory at the polls.

The Council reiterates its earlier recommendation that the Administering Authority should continue to work towards the introduction of universal adult suffrage with the least possible delay.

LOCAL GOVERNMENT

28. The structure of local government and developments up to mid-1958 are described in the Council's previous report.[3/] Briefly, the principal organ of local government throughout most of the rural areas is the "Native Authority", consisting of chiefs with, in many cases, elected councils, while in urban areas it is the multi-racial town or municipal council. Since 1953, however, government policy has been directed towards encouraging the establishment of a more modern multi-racial form of local government in the rural areas and three such councils have been created. In 1957, legislative provision was made for the establishment of similar councils on a district basis.

29. The Trusteeship Council has in the past been concerned to see more rapid progress in the development of local government institutions in order to provide a stable basis for the advances being made at the central government level. At its twenty-first session, the Council welcomed information furnished by the Administering Authority that initial steps had been taken to establish nine district councils and that elections had been, or would shortly be, introduced for five town councils in addition to the municipal council of Dar es Salaam. The Trusteeship Council hoped that the Administering Authority would continue its efforts to accelerate the pace of development of local government and the progressive introduction of direct elections based on the widest possible franchise. At the same time, it also hoped that continued attention would be given to fostering the further evolution of indigenous councils, particularly at the lower level.

30. In addition to the Dar es Salaam Municipal Council there are now ten town councils. The Administering Authority informed the Trusteeship Council at its twenty-third session that these urban local authorities were functioning satisfactorily and that successful elections had already been held in the town councils of Arusha, Morogoro, Dodoma, Lindi, Mwanza and Tanga, and that elections were scheduled in 1959 for Dar es Salaam and Moshi.

31. Nine new district councils had been created on 1 March 1958. Of these, five were reported to be operating successfully, two had failed and as a temporary measure their functions had been transferred to the District Commissioners. Two others, in Geita and Manyoni, were encountering opposition from Africans, largely on account of their non-racial character.

32. An investigation embracing a review of the whole local government structure in the Geita District had been undertaken by a senior administrative officer and his recommendations were being studied.

33. The Council was also informed that, as a result of a meeting held in May 1957 of representative chiefs from all over the Territory, a Chiefs' Convention had been formally set up. This body met three times in 1958, and had become a most useful advisory body; consideration was being given by the Chiefs' Convention to establish some form of territorial council.

34. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council welcomes the information that there are at present ten town councils in addition to the Dar es Salaam Municipal Council, and that these urban local authorities are functioning well. The Council notes with satisfaction that elections have been held successfully in six town councils, and that in addition arrangements are being made to hold elections in 1959 in the Dar es Salaam municipality and in one town council.

The Council notes also that of the nine district councils, five are functioning satisfactorily, that two others have been unsuccessful, and that two have encountered considerable African opposition. The Council requests the Administering Authority to keep it fully informed of any changes in the form of rural local government which may result from the investigation into the local government arrangements in the Geita District.

The Council notes that the policy of the Administering Authority, as stated by the Governor, is to con-

3/ Ibid., vol. II, chap. I, paras. 41-45.

tinue to foster the development of modern forms of local government, in accordance with the general wishes of the local population. While appreciating the desirability of taking fully into account the aspirations of the inhabitants, the Council hopes that the Administering Authority's intention to accelerate the establishment of district councils or other appropriate forms of modern local government will receive the wholehearted support of the inhabitants of the Territory, as, in the Council's view, the establishment of these organs of local government is the best possible basis for the Territory's rapid political development on democratic lines.

The Council fervently hopes that circumstances will permit the Administering Authority to accelerate the pace of development of modern forms of local government and recommends that the Administering Authority introduce direct elections on the widest possible franchise.

The Council notes that as a result of the initiative of the Chiefs in 1957, a Chiefs' Convention has been established and that the Tanganyika Government has referred a number of important matters to it for its views.

The Council also notes that a working party composed of some members of the Chiefs' Convention and of some Ministers was considering during 1958 proposals for the establishment of some form of territorial council and requests the Administering Authority to keep it fully informed of further developments.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

35. Information concerning the organization and development of the civil service up to mid-1958 is set forth in the Council's previous report.[4/]

36. A continuing concern of the Council has been to see an increasing number of Africans appointed to higher posts which, in the past, were largely occupied by non-Africans. Since 1954, the civil service has been organized on a non-racial basis and appointments and promotions are stated to be based solely on individual merit. At its twenty-first session, the Council noted with satisfaction the efforts being made to develop the service on a non-racial basis and, in particular, welcomed information that by the end of 1958 it was expected to include six or seven African district officers and, subject to budgetary provision, approximately forty-six African assistant district officers. The Council also learned, with satisfaction, that training facilities had been substantially increased towards the end of 1957, that a consolidated government bursaries fund had been established, that at present the number of bursaries was limited only by the number of students qualified for higher education, and that the number of government employees receiving pre-service and in-service training was expected to increase from 2,800 in 1957 to about 4,000 in 1958. The Council urged the Administering Authority to spare no effort to continue and develop this training programme.

37. At its twenty-third session, the Council was informed that the number of Africans in senior positions had increased from 126 in 1957 to 181 in early 1959.

38. In September 1958, an African was for the first time appointed Tanganyika representative on the East African Industrial Council.

39. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the increase in the number of Africans in higher posts in the civil service, in particular in the administrative service. In its opinion, the need for the development of an efficient and well-trained civil service composed of local officers in a Territory moving towards self-government or independence is of pre-eminent importance. The Council appreciates that the Administering Authority is aware of this need, and is taking steps towards the Africanization of the higher cadres of the civil service of Tanganyika but it considers that the pace of progress in this direction is not sufficiently fast. While recognizing the difficulties of the task, the Council recommends that the Africanization of the civil service should be accelerated. The Council is confident that the Administering Authority will engage in a determined and more extensive programme for training increasing numbers of Africans for the higher ranks of the civil service. It notes in this connexion that the Administering Authority is actively considering the further expansion of in-service training facilities. The Council recommends that advantage should be taken to the fullest extent possible of the facilities now available for training under the United Nations programme relating to public administration and also of such other facilities as may be offered under national, governmental or non-governmental programmes.

POLITICAL ORGANIZATIONS AND ACTIVITY

40. Before the 1958 elections, the two political parties claiming territory-wide influence were the Tanganyika African National Union (TANU) and the United Tanganyika Party (UTP), both of which claimed a large membership. Other political parties were the Tanganyika African National Congress (TANC), which appears to have a very limited membership, and the Asian Association, which is largely restricted to Dar es Salaam. At the September 1958 elections, all TANU or TANU-supported candidates were elected, and UTP candidates defeated. The lone TANC candidate polled only fifty-three votes and forfeited his deposit. The Asian Association entered into a working arrangement with TANU, and secured advance endorsement by TANU for its candidates.

41. At its twentieth session, the Trusteeship Council was informed that a number of branches of TANU had been banned or refused registration on the grounds that their activities prejudiced the maintenance of law and order.

42. At its twenty-third session, the Council was informed that the political parties had been perfectly free to carry out their election campaigns, and that TANU had made applications to open many branches in various parts of the Territory, none of which had been rejected.

43. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that in the recent elections all political parties were able to conduct their campaigns in an atmosphere of freedom. The Council

4/ Ibid., vol. II, chap. I, paras. 50-53.

also notes the statement of the Administering Authority that no further difficulties have arisen in connexion with the registration of new branches of TANU since the middle of 1958

The Council notes the emergence of TANU as the dominant political party of Tanganyika, and the fact that its president, Mr. Julius K. Nyerere, now an elected member of the Legislative Council, has been recently elected chairman of the newly formed Tanganyika Elected Members Organisation, which comprises elected African, Asian and European members of the Legislative Council. The Council hopes that the practical co-operation between members of all races which has been shown in the election campaign and in the legislature presages the application of the non-racial principle to the formal membership of the Territory's political parties.

The Council recommends that the enjoyment of freedom by all political parties will continue to be fully safeguarded and welcomes the assurance given by the Administering Authority that all political parties in Tanganyika will have every freedom to pursue their policies and activities, subject to the maintenance of peace, order and good government.

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

CONSULTATIONS WITH THE INHABITANTS ON MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT

44. The representative of India felt that the time was at hand for the Post-Elections Committee to consider the whole question of the future of Tanganyika.

45. The representative of the Administering Authority was of the opinion that, in respect of constitutional development, the Trusteeship Council should await the results of the work of the Committee which was going to be set up by the Government, and in which the representatives of the people were going to take part in working out plans for the future. The work of that Committee should not in any way be prejudiced by anything which might be said in or recommended by the Trusteeship Council.

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

46. The representative of the Union of Soviet Socialist Republics considered discriminatory the fact that while the European and alien population numbering about 100,000 people was represented in the Legislature by fifty-seven members, the African population numbering many millions was represented by only eleven members.

47. The representative of India hoped that steps would be taken to have non-official ministers chosen from the elected representatives of the Legislative Council.

48. The representative of Burma stated that, considering that the population of the Territory was composed of over 8 million Africans, about 20,000 Europeans and 75,000 Asians, the system of eleven African eleven European and eleven Asian seats seemed to make a mockery of the democratic principle of representation. As regards the Executive Council, he remarked that there has been no change in its functions, composition and powers and that the three constitutional organs, namely the legislature, the executive and the judiciary should receive equal and urgent attention.

49. The representative of the United Arab Republic expressed the opinion that the Africans were at present seriously under-represented in the Legislative Council.

50. The special representative of the Administering Authority pointed out that, of fifty-three unofficial members of the Legislative Council, twenty-four were Africans, fifteen were Europeans, and fourteen Asians.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

51. The representative of the United States of America expressed the view that if the establishment of universal suffrage was advisable in many other parts of Africa, where it had been extended, it might also be helpful in Tanganyika. Tanganyika should not be held back because of official policy in adjoining territories.

52. The representative of the USSR noted that the electoral law of 1956 deprived, in effect, the great majority of the African population of the right to vote since few Africans possessed the required educational background or a yearly income of £150. The parity system of representation was, moreover, an attempt to deprive the African voter of electing the person of his choice since he was compelled to vote for two other candidates in whom he might have no confidence.

53. The representative of India considered that the elections to the Legislative Council represented only a small political advance. He noted that the electorate numbered only about 58,000, or 0.007 per cent of the total population. While he realized that many of those eligible had failed to register, he felt that no elective system in which the franchise was so limited could be viewed with satisfaction.

54. The representative of Burma stated that, in his view, the defective electoral arrangements accounted for the disproportionately small number of registered voters and the comparatively large number of spoilt ballot papers.

55. The representative of France thought that figures of the 1958 elections proved the efficiency of the efforts of the Administration and the political parties to inform the electoral bodies of the mechanism of the voting operation.

56. The representative of Haiti considered that the results of the 1958 September elections were an expression of the will of the people to choose independence in spite of the restrictive conditions of the vote.

57. The representative of Paraguay believed that the present system of elections left much to be desired.

58. The special representative of the Administering Authority pointed out that the qualifications for registration as a voter, which related to income, education and experience were alternative qualifications. Furthermore, the qualification relating to experience in certain categories of office did not relate only to gov-

ernment service but also to service in local government, Native Authorities and as clan or kindred leaders. The vast majority of persons who came under the last two categories were Africans. In practice, the African voter had not been compelled under the tripartite system to vote for candidates of other races in whom he might have no confidence. During both parts of the elections, TANU had endorsed a candidate of each race for every contested seat.

LOCAL GOVERNMENT

59. The representative of India felt that the Administering Authority, through advice, encouragement and assistance, could do much towards the healthy development of local self-governing institutions. Noting that the elective system had already been introduced in town councils, he saw no reason why the district councils should not also be elective.

60. The representative of Burma expressed satisfaction at the development of the local government system and the introduction of election by secret ballot in the field of local government.

61. The representative of France considered that the incidents that had occurred at Geita and Manyoni because of opposition by Africans against the non-racial basis of the councils should not be exaggerated.

62. The special representative of the Administering Authority said that the legislation under which district councils had been set up provided for direct elections. Although elections had not yet been introduced in any of the district councils, the African members, who formed the majority of councillors, had in fact been nominated by subsidiary bodies and may have been elected by acclamation or in some form of indirect election.

CHIEFS' CONVENTION

63. The representative of India recognized the important position of Chiefs in African society, but felt that the contemplated territorial council should in no way impede the development of parliamentary institutions and a democratic society in the Territory.

64. The representative of China wondered whether the idea of a territorial council had ever been linked with the idea of some form of upper legislative house and suggested that the Government might wish to refer the original proposals, together with those of the working committee, to the forthcoming Constitutional Committee.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

65. The representative of New Zealand noted that the building up of an efficient and indigenous civil service in a Territory such as Tanganyika must necessarily be a lengthy process.

66. The representative of the USSR noted that responsible posts in the public service were filled mainly by Europeans and other aliens. This was discrimination against the indigenous African population.

67. The representative of India emphasized that the Africanization of the civil service should be accelerated, with the aim of having all posts of District Officers and below manned by the inhabitants of the Territory within two or three years.

68. The representative of Burma noted with satisfaction that an increasing number of Africans were holding administrative positions of high responsibility and expressed the hope that many Africans would find their way into various organs and departments of the Territorial Government during the years to come.

69. The representative of Belgium noted that the Africanization of the civil service was being speeded up and that the nomination of a first African District Commissioner marked a new stage in this happy development.

70. The representative of the United Arab Republic urged the Administering Authority to take all possible steps to eliminate the disproportionate distribution of the various racial groups in the executive branch of government, thereby increasing the number of Africans in the judiciary, administrative, and other services.

71. The special representative of the Administering Authority assured the Council that all appointments to the public service were made without discrimination and were based solely on educational and personal qualifications. Out of a total of about 30,000 government servants, approximately 2,700 were Europeans. It was the policy to give priority in recruitment to local candidates and the annual number of overseas replacements was far less than the wastage. It was also the policy that overseas officers should not be recruited on permanent terms if suitable candidates could be obtained on contract terms.

POLITICAL ORGANIZATIONS AND ACTIVITY

72. The representative of the USSR noted that restrictions were still being placed on the activities of political parties and that some parties were not allowed to register. In May 1958, in Dar es Salaam, the police had used tear-gas against a peaceful demonstration of workers and had threatened to use firearms. In the Geita District the police had also used tear-gas and clubs against 1,500 people who were protesting against the constitution of a regional council.

73. The special representative of the Administering Authority assured the Council that political parties in Tanganyika had every freedom to pursue their policies and their activities would only be curtailed if the laws of the Territory were broken.

EAST AFRICA INTER-TERRITORIAL ORGANIZATION

74. The arrangements whereby certain government services of Tanganyika, Kenya and Uganda are administered jointly under the East Africa High Commission and Central Legislative Assembly are examined regularly by the Council, with the assistance of its Standing Committee on Administrative Unions.[5/]

75. At its twenty-third session, after receiving a further report from the Standing Committee,[6/] the Council adopted the following conclusions and recommendations:

5/ See especially Official Records of the General Assembly, Tenth Session, Supplement No.4 (A/2933), pp. 43-44.

6/ T/L.898.

The Trusteeship Council notes the statement made in 1957 by the Chairman of the East Africa High Commission that "the High Commission is there not to promote or to oppose any political development, but to provide certain services which the separate countries in East Africa think can most efficiently be dealt with jointly", and that "anything run jointly by three separate territories can only be built up slowly, by persuasion, in the face of a good deal of suspicion and some misunderstanding".

The Trusteeship Council reiterates the safeguards as adopted at the seventh session of the Trusteeship Council (resolution 293 (VII)) and expresses the hope that the Administering Authority will continue to apply these safeguards in the Territory.

The Trusteeship Council notes that in 1957 the East Africa Central Legislative Assembly enacted twelve legislative measures dealing mainly with budgetary matters.

Recalling its previous recommendation concerning the East Africa Industrial Council, the Trusteeship Council notes with satisfaction the appointment of an African in the person of Mr. Andrea Shangarai, Manager of Kilimanjaro Native Co-operative Union, as one of the three representatives for Tanganyika on the Industrial Council. It further notes that one textile factory is already operating under licence in the Territory, that licences for two more were granted in 1958 and that two further textile factories for which licences are not required will shortly come into operation. It also notes the statement of the special representative that the annual report of the Industrial Council for the year ended 30 June 1958 will shortly be submitted to the Trusteeship Council so as to enable it and the Standing Committee on Administrative Unions to examine this aspect of the operation of the administrative union.

Recalling its previous recommendation favouring further development of the Tanganyika transport system, the Trusteeship Council notes that the East African Railways and Harbours Administration has continued to improve and expand the Territory's port and railway facilities. During the years 1957 and 1958, diesel railcars were put into service on the Southern Province Line; realignment and regrading of track between Tanga and Korogwe, a branch railway line between Chilungulu and Masasi, and a new oil jetty in Dar es Salaam were completed; work was started on the removal of part of the port facilities at Mwanza to a new site.

Recalling that in 1957 the Visiting Mission suggested that the Southern Highlands and Southern Provinces should receive appropriate attention in any proposals for improving transport and communications, the Council welcomes in particular the plan being made to construct a branch line from Kilosa to Mikumi which could be of considerable benefit to areas in the Southern Highlands Province.

The Council draws the attention of the Administering Authority to the questions raised in the Tanganyika Legislative Council in regard to expansion of railway facilities in the Southern Highlands Province and the building of a link between the Tanga and Central Lines. It expresses the hope that these questions will be kept under constant study by the Administering Authority, the Territorial Government and the East African Railways and Harbours Administration, and that programmes for these two extensions will be worked out with Tanganyika Railways as soon as circumstances permit.

The Trusteeship Council notes that the Tanganyika Legislative Council approved in 1958 a new wheat and wheat flour policy and the principles governing this policy. It further notes the observations made in the Legislative Council by the Minister for Natural Resources and the Minister for Finance and Economics to the effect that, although at present Tanganyika wheat production is far below its requirements, this deficiency could be cured within a short time after a solution is found to the problem created by the present rust disease, and that the new policy will ensure an orderly development of the wheat industry in Tanganyika, which will be of future benefit to the consumer. It expresses the hope that vigorous efforts will be made by the territorial Government in co-operation with the East African Agricultural and Forestry Research Organization towards developing as rapidly as possible rust-resistant strains of wheat with a view to increasing the production and improving the baking quality of the wheat grown in the Territory.

The Trusteeship Council notes the acceptance by the Tanganyika Legislative Council of the Tanganyika Government Paper No. 1 of 1958 on higher education in East Africa, jointly issued as a statement of policy by the Governments of Kenya, Tanganyika and Uganda and His Highness's Government of Zanzibar. It further notes that among the main proposals made in this Paper is one for the gradual establishment of an East African university with constituent colleges in each of the three Territories, each of the constituent units to provide degree courses in arts and sciences and to specialize in additional courses not provided in the other units. It also notes that a working party visited Tanganyika in 1958 to advise on planning in the light of the conclusions contained in the Paper and that its report is now under consideration by the territorial Government. It invites the Administering Authority to transmit to the Trusteeship Council and its Standing Committee on Administrative Unions the results of the Government's study of this report. Recalling resolutions 225 (III) of the General Assembly and 110 (V) of the Trusteeship Council relating to higher education in the Trust Territories in Africa, it reiterates these resolutions as far as they refer to the consideration of establishing facilities for higher education in Tanganyika as soon as possible.

Recalling its previous recommendation on dissemination in Tanganyika of information on the East Africa High Commission, the Trusteeship Council notes the statement of the special representative that further publicity has been given to the activities of the High Commission in the Territory in a variety of ways, including the distribution of a special pamphlet in both English and Swahili. It also expresses the hope that continued efforts will be directed towards a progressive improvement in the amount of information disseminated on the purposes and operation of the East Africa High Commission in the Trust Territory.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL ECONOMIC CONDITIONS AND POLICY

76. The general economic situation in the Territory at mid-1958 is described in the Council's previous report.[7/] The economy is based mainly on the production of primary produce for export (chiefly sisal, coffee, cotton, oil seeds, hides and skins) and the growing of staple foodstuffs for local consumption. There is also a growing and already important mining industry, the principal products of which are, at present, diamonds, gold, lead concentrates, salt and mica. In recent years, as was noted by the Council at its twenty-first session, there has been a substantial increase in mineral exploration. Since 1952 a field team, assisted by United Nations technical assistance experts, has been continuously employed in surveying mineral deposits and, in 1957, large-scale investigations were begun in the western part of the Territory by a new commercial company with a capital of £1 million. In addition, pyrochlore deposits are being developed near Mbeya and prospecting for oil and radio-active minerals is increasing. The most important development in mining in 1958 was the acquisition by the Government of Tanganyika of half of the shares in Williamson Diamonds Ltd. (the other half being held by De Beers Consolidated Mines Ltd.).

77. The economy remains, nevertheless, predominantly agricultural and, at the present stage of development, the overwhelming majority of the African population are subsistence farmers. African production of cash crops is steadily increasing, however, as is indicated by the fact that, in 1957, exports of coffee and cotton, the former grown mainly and the latter almost wholly by Africans, were together valued at £13.7 million, whereas exports of sisal, an almost exclusively non-African crop which was formerly the mainstay of the economy, were valued at £9.5 million. The other three principal export items in 1957 were diamonds (approximately £3.3 million), oil seeds and nuts (£3.4 million) and hides and skins (£1.2 million), the last two being mainly African products. Owing to a fall in world prices for certain products (notably cashew, sisal and coffee), the value of total domestic exports fell from £44.8 million in 1956 to £39.5 million in 1957.

78. Despite this, over-all production continued to increase, particularly in the case of those cash crops which are largely African produced. For example, production of cashew nuts rose from 16,647 tons in 1956 to 34,000 tons in 1957, groundnuts from 14,660 to 16,000 tons, castor seed from 12,012 to 14,000 tons and other oil seeds from 14,851 to 28,000 tons. African-grown cotton increased from 70,900 to 76,600 tons and African-grown coffee from 16,558 to 17,593 tons. These figures reflect the general improvement in the economic development of the Territory and the continuing increase in African agricultural productivity to which reference was made in the Council's previous report. At its twenty-first session, the Council took note of a statement made by the Governor of Tanganyika in 1957 in which he expressed confidence in a steady increase in over-all production of not less than 7 1/2 per cent annually over the next ten years.

79. The Council has in the past given particular attention to the need to improve the indigenous economy and, at its twenty-first session, it expressed the hope that both the Administering Authority and the Territorial Government would continue to seek with the utmost vigour and imagination to improve the economic status of Africans. The Administering Authority has explained on previous occasions that much of its policy, effort and expenditure is directed specifically towards increasing the productivity and earning capacity of the Africans. Thus, a large part of the work of the agricultural and veterinary services is devoted to improving African methods of cultivation, land usage and stock-raising by propaganda and demonstration and to encouraging a gradual change-over from subsistence farming to the growing of cash crops. Tenant farming schemes, aimed at introducing Africans to modern farming on small holdings, are operated by the Tanganyika Agricultural Corporation, which in 1957 received an allocation of £500,000 from the Administering Authority. In addition, as noted in the Council's previous report, a multi-racial company was formed early in 1958 which plans to initiate a tenant-farming scheme for growing sugar in the Kilombero valley if investigations prove the area to be suitable.

80. A recent move in the direction of increased African productivity which has previously been commended by the Council resulted from a request by the African members of the Legislative Council that the Government should draw up specific schemes for increasing African productivity. Altogether, forty schemes were formulated in consultation with local African opinion and, after consideration by an ad hoc committee in which the African representative members participated, were forwarded to the Administering Authority for consideration. Approved schemes were to be financed out of a special grant of £700,000 from Colonial Development and Welfare funds. The Council, informed of this development at its twenty-first session, hoped that, in the light of the experience which would be gained, the Administering Authority would find ways and means of financing additional schemes of a similar nature. During 1958 a total of twenty-nine "productivity" schemes were launched, including schemes to increase the production of coffee, pyrethrum, tobacco, potatoes, cotton and oil nuts, to popularize the use of fertilizers and ox-ploughing and to develop fisheries. Although it was too early to assess the results, the schemes were reported to have met with a good response and popular support.

81. Referring generally to the over-all pattern of development, the Council noted that, whereas there were signs of considerable economic activity in certain areas, there appeared nevertheless to be a lack of uniformity. It hoped that the Administering Authority would further stimulate agricultural and other development in less accessible areas, particularly by providing improved communications for which, it noted, some loans were already being sought. At the same time, it urged the Administering Authority to continue its efforts to cultivate African interest generally and secure greater African participation in development schemes. In this connexion, it noted the importance which the 1957 Visiting Mission had attributed to the need for effective co-operation by all political leaders. At its twenty-first session, the Council expressed satisfaction at the announcement that the President of the International Bank for Reconstruction

7/ A/3822, vol. II, chap. I, paras. 99-106.

and Development would visit the Territory in 1958 and that negotiations had begun which might result in a visit by a mission of the Bank at a later date. These arrangements have now been completed, and the survey is expected to begin in May 1959.

82. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council considers that the increase of 10 to 15 per cent of the Territory's gross domestic product between 1954 and 1957 is evidence of continuing improvement in the economic conditions of the Territory. It is gratified to note that a special effort is being made to increase African agricultural productivity by means, inter alia, *of various productivity schemes, to which the Africans are responding favourably.*

The Council is, however, of the opinion that much remains to be done to ensure adequate participation of the African population in the economic life of the Territory. While it recommends, therefore, that the Administering Authority should intensify its efforts to facilitate and encourage the increased participation of Africans in all economic activities by all available means, such as credit facilities and training, the Council urges that the African inhabitants should not only take full advantage of the opportunities available to them, but should also develop with the utmost vigour their own initiative in all fields of economic and commercial activity.

While noting that the Administering Authority has already undertaken a number of surveys in various fields and that a mission of the International Bank for Reconstruction and Development will be undertaking in 1959 an assessment of the Territory's resources and needs, and noting further that the Administering Authority has also prepared a number of development plans in a variety of fields, some of which have been wholly or partly implemented, the Council considers that the preparation of an integrated and long-range economic plan, taking into account the contribution that may be expected from private investment, is now called for. If planned and balanced development of the Territory is to be achieved effectively and in the shortest possible time it will be necessary in the Council's view to weld together the existing departmental plans into one integrated plan with priorities carefully laid down. The Council recommends that, in order to ensure success for the Territory's efforts at raising the standard of living of its people, the people themselves and their representatives should be associated with planning and with the implementation of plans of development at various stages.

The Council has followed with special interest the progress of projects relating to the reclamation of land from the tsetse infestation, irrigation and agricultural development in the Territory. In the Council's view, the development of the Territory's agriculture should continue to be given priority attention with the aim of achieving self-sufficiency in the supply of essential foodstuffs in the shortest possible time. The Council is aware that in any predominantly agricultural country the formation of internal capital for developmental investment must, to a large extent, depend on the exportable surpluses of agricultural produce. The Council, therefore, hopes that economic planning in the Territory will take into account the necessity of devoting further financial resources to agriculture than at present, and will aim at the speedy elimination of deficits of food and other agricultural produce which have to be met through imports from abroad, and the progressive development of exportable surpluses of such produce. The Council recommends that in addition to the implementation of large irrigation schemes, such as the Rufiji Basin Scheme, special attention should be devoted to the development of self-help projects, such as small dams, irrigation pools and lakes and model village farms in the construction of which the inhabitants could be directly associated on a voluntary basis. The Council feels that the Territory's existing community development programmes should, in due course, be expanded into a Territory-wide plan of community development in which the resources and initiative of the inhabitants themselves should play a role of major significance.

LAND TENURE PROBLEMS

83. The situation in regard to land tenure has been described in the Council's previous report[8/] and reference is accordingly made thereto. In brief, the land area of the Territory is substantial in relation to the size of the population and, although much of it is difficult to develop because of various factors, such as inadequate water supplies, poor communications, and tsetse infestation, there is said to be no general shortage of land. By far the greater part of the land in use is in African hands, their right to it being protected by territorial law. The main problem, according to the Administering Authority, is to increase the productivity of the average African subsistence farmer. This, in the opinion of many experts, including the East African Royal Commission on land and population, calls for a modification of the customary system of land tenure involving tribal ownership into a more individual form of tenure which would provide stability and continuity of occupation but at the same time allow for control against bad agricultural practices. At its twenty-first session, the Trusteeship Council was informed that the whole question of the Territory's African land tenure policy was under consideration and that the Territorial Government expected to announce soon a new policy which it intended to apply in selected areas where requested to do so by the local population. The Council hoped that the application of this policy would lead to a progressive transformation of customary land tenure as recommended by the Royal Commission. At the same time, it appreciated the need for proper determination of existing rights under customary law before individual freeholds were granted.

84. In June 1958, the Government of Tanganyika published its proposals for a policy in relation to land held in customary tenure in rural areas. These proposals are that in rural areas where land is already held in stable individual holdings and in which there is a general desire for individual ownership, individual Africans shall be able to convert their unwritten customary titles into registered freehold titles. These proposals have not yet been debated in the Legislative Council, and have not yet been formally adopted as government policy.

85. Apart from land at present held in accordance with tribal law and custom, a total of about 3 million acres (or approximately 1.6 per cent of the total land area available and suitable for agricultural and pas-

8/ A/3822, vol. II, chap. I, paras. 120-134.

toral purposes) had been alienated to individuals and companies including statutory bodies at the end of 1957. Of this total, 482,367 acres were covered by freehold rights granted mainly at the time of the German administration. The remainder was held under long-term leases (for periods up to ninety-nine years) which is the only form of alienation at present permitted by territorial law. Mining leases and claims covered a total area of 205,750 acres, of which 90,000 were held by two African co-operatives. Further data concerning land alienations during the period 1946-1957 are given in the previous report.

86. The Administering Authority has explained to the Trusteeship Council that it follows a cautious policy in regard to land alienation and that particular importance is attached to safeguarding the right of Africans to land and their interests, both present and future. Rights of occupancy are granted only after consultation with the Native Authorities or individuals concerned and where such action will further the economic development of the Territory. Since 1954, the alienation of land to newcomers to the Territory has been permitted only in special circumstances to obtain a particular development which the Territory cannot undertake out of its own resources.

87. At its twenty-first session, the Council expressed confidence that the Administering Authority would continue its policy of caution in regard to land alienation. It suggested that where alienation was considered desirable in the interests of the Territory, preference should be given, in the case of agricultural or pastoral land, to large-scale enterprises with which, where possible, local people should be given an opportunity to be associated. The Administering Authority informed the Council at its twenty-third session that the main feature of land alienation in 1958 had been that the net increase in alienated land had been the lowest since 1948: twenty-five holdings covering 55,911 acres.

88. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes that the net increase of alienated land in 1958 was the lowest since 1948.

The Council reiterates its previous recommendations in which it expressed confidence that the Administering Authority would continue its policy of caution in regard to the alienation of land both as regards the areas alienated and the terms of alienation. It considers that land should only be alienated when it is in the best interest of the Territory and of its people.

The Council is confident that the Administering Authority's land alienation policy will continue to be in conformity with the relevant provisions of the Trusteeship Agreement and that when land is alienated any dispossessed families will be given due compensation.

The Council notes with great interest the proposals of the Government of Tanganyika to replace customary land tenure by individual ownership in certain areas and in certain circumstances. While believing that such a modification in the land tenure system will help to create conditions conducive to better agricultural production, the Council endorses the view of the Administering Authority that these proposals should be subjected to careful public discussion before their implementation in order to ensure that they have the general support of the African population, and it awaits with interest future developments and decisions in the matter.

TRADE, COMMERCE AND INDUSTRY

89. Although the commercial life of the Territory is still largely in the hands of Europeans and Asians, the Administering Authority reports that there is steadily increasing African participation not only in the marketing of primary produce, but also in retail trade, especially in townships and wealthier areas. This trend is reflected in the opening during 1957 of a commercial college under the auspices of the Kilimanjaro Native Co-operative Union and the issue of about 34,000 African trading licences during the same year.

90. The outstanding form of economic organization among Africans at present is the co-operative movement which, with every possible encouragement from the Government, continues to expand. The number of registered co-operative societies has really doubled since 1954 and at the end of 1958 stood at 542 with a membership of approximately 332,000. All except sixty-one primary agricultural societies were affiliated to twenty local and one territory-wide union through which larger organizations the movement has undertaken important building, purchasing, processing and even educational enterprises. In addition to the commercial college referred to above, the first co-operative cotton ginnery was opened in 1957 and a second one in 1958; a coffee curing company was established in the Bukoba district and a government school of co-operation was opened at Mzumbe.

91. The development of the movement has taken place mainly in the sphere of agricultural marketing. It has not yet gone far into the consumer field which is highly competitive owing to the presence of large numbers of retailers with little or no overhead expenses. There are, however, six African consumer co-operatives, one of which, in Bukoba, has fifty branches and a turnover in 1957 of £7,000. The Administering Authority considers that this society will provide a very fair test of the viability of consumer co-operatives in the conditions prevailing in Tanganyika.

92. Industrial development has so far been largely restricted to the processing of agricultural and other primary products and, although it is government policy to encourage secondary industries, their development depends very much upon an expansion of the local markets. In recent years there has been an increase in the number of light engineering and general service industries and, in 1957, rights of occupancy were granted in Dar es Salaam to two important concerns: a cigarette factory and a shoe factory. During 1958 licences were granted for two textile factories in Dar es Salaam.

93. At its twenty-first session, the Council, referring to the desirability of increasing the association of Africans with industrial and commercial enterprises, expressed interest in the results of a survey being undertaken by the Administering Authority into ways and means of giving Africans "a greater share in the equity". The Council suggested that the Administering Authority should use its influence to encourage all enterprises operating in Tanganyika to train Africans for managerial posts and to associate Africans as far as possible with their operations.

94. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council recommends that the Administering Authority continue to study ways and means to encourage the Africans to assume a more prominent role in trade and commerce.

The Council notes with satisfaction that there has been marked progress in the development of co-operatives, and that not only has the number of registered societies increased to 542 and the membership risen to 332,000, but also the scope of the co-operative movement has expanded from consumer and marketing activities to other fields, such as building, cotton-ginning and coffee-curing.

In the field of industrialization, the Council notes with satisfaction that plans are being made for the establishment of four new textile factories in the Territory, and that other new industries, such as a shoe factory, a cigarette factory and a fruit juice factory, are being set up, utilizing local products such as hides, tobacco and fruits. The Council expresses the hope that all the necessary measures will be taken to encourage the development of many more secondary and cottage industries. In that connexion, it recommends that the Administering Authority investigate the possibility of producing locally agricultural tools and simple machinery.

As regards mining, the Council notes with interest that the Government of Tanganyika has acquired half of the shares in Williamson Diamonds Ltd., and that the Government is considering the desirability of making some of its shares available for local subscription. The Council welcomes the information that phosphate deposits have been discovered. It notes that prospecting for oil and other minerals continues. It requests the Administering Authority to furnish detailed information concerning the grant or refusal of prospecting licences, mining claims or mining leases to Africans, Asians and Europeans and information concerning the extent of the participation of local inhabitants in the exploitation of the mineral resources of the Territory.

The Council recommends that the Administering Authority, in the formulation of its policy of economic development of the Territory, should keep in view the desirability of encouraging industrial enterprise so as to provide a sound basis for the national economy of the Territory when it becomes self-governing or independent.

PUBLIC FINANCE; DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

95. The situation in regard to the finances of the Territorial Government has been described in the Council's previous report.[9/]

96. Total government revenue in 1957-1958 amounted to £18.8 which, although less than anticipated, resulted in a surplus of £137,000 over expenditure; the latter, originally estimated at £19.7 million was reduced by approximately £1 million by the exercise of strict controls. The approved estimates for 1958-1959 provide for a total expenditure of about £21 million and a total revenue of £19.8 million.

97. The Administration fears that the position may be even less satisfactory in 1959-1960. It expects a lower revenue from income tax and a diminution in the revenues from customs revenue. It considers therefore that the economy of the Territory is unlikely to be able to support expenditure in 1959-1960 at any higher level than in 1958-1959 and that it may well be at a lower level.

98. At its twenty-third session, the Council was informed that the Administering Authority had recently accepted the obligation to assist Tanganyika in meeting its financial difficulties.

99. The principal sources of ordinary revenue are customs and excise duties, amounting in the 1957-1958 estimates to £7.7 million, and personal and company income tax, estimated at £5.9 million. Other direct and indirect taxes were expected to yield £1.5 million. During 1958 the rates of income tax and allowances were amended, the major changes being an increase in certain personal allowances, the introduction of a new method of calculating tax, the merging of surtax provision into income tax rates and an increase in the company rate of tax.

100. Public capital expenditures are budgeted separately and are financed mainly by loan money, grants from United Kingdom Colonial Development and Welfare funds and development reserves transferred from revenue. The five-year development plan as revised in 1956 provides for an expenditure of £32 million over the five-year period 1956-1961. The main headings are development of natural resources (£4.9 million), communications (£4.2 million), social services (£5.8 million), public buildings (£4.4 million), urban development (£3.7 million), electricity (£2 million) and African urban housing (£1.1 million). During 1957-1958 capital expenditure totalled £5,434,000.

101. A major problem facing the Territory is the difficulty of obtaining overseas funds for development in view of the high cost of money in the world market and the forthcoming termination of the Colonial Development and Welfare Act in 1960. At its twenty-first session, the Council noted that during 1957 the Territory received additional grants from the Administering Authority totalling £1,250,000 (including £700,000 for African productivity schemes and £500,000 for the Tanganyika Agricultural Corporation). The Council welcomed efforts being made to secure overseas loans for specific projects.

102. The Council also noted with interest the beginning made in the establishment of a local capital market. In September 1958, a further loan of £1 million was raised locally, the proceeds to be devoted to the financing of development works, including roads, rural and urban water supplies, township development and government buildings.

103. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with concern that the budgetary situation of the Territory is causing the Government of Tanganyika some anxiety and that further diminution of revenues might, in the view of the Government, lead to a cutting back of social and other services. The Council welcomes the statement that the Administering Authority has recently accepted the obligation to assist Tanganyika in meeting its financial difficulties. It expresses the hope that the budgetary situation will improve and that revenues will reach a higher level as world prices and local profits rise. The Council is of the opinion that the Administering Authority should in the meantime study all possible

9/A/3822, vol. II, chap. I, paras. 155-165.

means of increasing public revenue, particularly by increasing production, improving qualities, and accelerating the rate of industrialization.

The Council notes the view expressed in the Legislative Council by the chairman of the Elected Members Organisation, that Tanganyika requires to attract a great deal of foreign capital for the development of its natural resources, and that the outside capital available for investment should have the necessary confidence in Tanganyika. The Council is of the opinion that consideration should also be given to obtaining outside development capital from private sources or through international aid, loans and grants.

The Council is confident that the Government of Tanganyika, the local authorities and the responsible leaders of public opinion will take all the necessary steps to encourage the mobilization for development purposes of internal capital, to whatever extent possible, through the accumulation of co-operatives' reserves, through development loans, and through savings both big and small. The Council recommends that the Administering Authority should also encourage reinvestment in the Territory of industrial and commercial profits made locally.

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

GENERAL ECONOMIC CONDITIONS AND POLICY

104. The representative of New Zealand expressed the hope that the present fall in export prices, especially as it affected those commodities produced by indigenous inhabitants, would not discourage the African growers and hinder the attempts being made by the Territorial Government to expand and diversify production

105. The representative of the Union of Soviet Socialist Republics considered that the economy of the Territory was a colonial economy. There was practically no national industry and all the economic life and development was aimed mainly at serving the interests of foreign companies and monopolies. The economy of the indigenous people was primitive and very few of them participated in the commercial life of the Territory. All trade, and especially the export trade, was monopolized by foreigners. While the large foreign companies were monopolizing the wealth and labour resources of the Territory and were reaping huge profits, the conditions of the people were not improving.

106. The representative of Burma felt that much greater efforts should be made to modernize agricultural methods and increase productivity which would help to mitigate the vast disparity in the economic status of Africans and non-Africans.

107. The representative of France considered that by acquiring half of the shares of Williamson Diamonds Ltd. the authorities of Tanganyika had acted wisely and had thus reserved the rights of the Territory to the benefits to be drawn from the exploitation of the subsoil.

108. The representative of the United Arab Republic urged that the safeguarding of the future rights and interests of the people of Tanganyika must be the paramount factor to be considered in the exploitation of the mineral resources of the Territory. He also believed that measures should be taken to make the southern part of the Territory more accessible and to link it more closely with the rest of Tanganyika.

109. The special representative of the Administering Authority contested the statement that the development plans were not concerned with the affairs of Africans but designed solely to further the interests of overseas companies and he referred to the large number of African productivity schemes proposed by the African members of the Legislative Council which the Tanganyika Government, with assistance from Colonial Development and Welfare funds, had been fostering and encouraging.

LAND TENURE PROBLEMS

110. The representative of New Zealand expressed his appreciation of the combined valour and discretion with which the Administering Authority was approaching the difficulties associated with land tenure.

111. The representative of the USSR noted that land alienation was still continuing and that African peasants were very often deprived of their land without adequate compensation. Despite all the protests of the population, land was still being leased to foreigners for very long periods.

112. The representative of the United Arab Republic urged that the Administering Authority should enact measures to guarantee that land intended for agriculture be no longer alienated, except to the indigenous population, adding that such a measure would be in complete conformity with the customary rule of international law which entitled every State to limit the rights to land property to its nationals.

113. The representative of Paraguay stated that, as a first step towards a system of individual land ownership, a cadastral survey should be undertaken.

114. The representative of the Administering Authority stated that the protection of the land rights of the African population of Tanganyika was a sacred trust for the Administering Authority, and that elaborate measures and safeguards had been taken over the years to secure that that protection was complete.

TRADE, COMMERCE and INDUSTRY

115. The representative of India observed that since the Territory could not yet afford the capital and financial resources to establish organized industries on a large scale, conditions should be created in the Territory to facilitate investment from outside on a non-political basis.

116. The representative of China urged an early repeal of the Credit to Natives (Restriction) Ordinance which by restricting the granting of credit to Africans was likely to hamper economic development.

PUBLIC FINANCE; DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

117. The representative of Italy hoped that responsible public opinion would understand the necessity for certain sacrifices if the budget was to be balanced.

118. The representative of India thought that, since the economy was basically sound, it should also be possible to raise higher revenues, by such means as further taxation of incomes and more extensive exploration and exploitation of the mineral wealth of the Territory.

119. The representative of China noted that unless there was a marked improvement in the Territory's revenue it could hardly be expected to sustain the increase in expenditure involved in political and constitutional developments.

120. The representative of Burma considered the financial situation of the Territory a matter of concern.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

ASPECTS OF SOCIAL PROGRESS

121. Differences of race, tribe, custom, language and religion are still prominent in the social structure of Tanganyika, and although the Administering Authority reports that no racial discrimination exists in law except for the protection of Africans, some vestiges of discrimination have persisted in fields outside its direct control. At its twentieth session, the Council was encouraged by an assurance from the Administering Authority that it was anxious to secure the eradication of the remaining vestiges of discrimination and that, where this still existed in personal and social relations, the Administering Authority's policy was to seek its removal by a process of normal evolution and education.

122. The Council has also been concerned to see an improvement in the position of women who still, within African society, are accorded a status inferior to that of men. In the past, the Council has welcomed evidence of gradual progress towards their emancipation and has urged the Administering Authority to give further impetus to this trend by such means as encouraging the active participation of African women in public affairs and by extending the facilities for the education of girls. In its annual report for 1957, the Administering Authority pointed out, as evidence of continuing improvement, that African women were already prominent in both central and local government, that a woman had been elected chairman of the first Chiefs' Convention during the year, and that the ratio of girls to boys in the school system had significantly increased since 1947.

123. Among other matters to which the Council has given its attention is the question of corporal punishment, which may still be imposed upon males in the territorial courts, although in the case of adults it is restricted to certain offences such as aggravated assault, cattle theft and armed robbery. During 1957, 1,595 sentences were imposed (mostly by the subordinate and local courts) of which twenty-seven were quashed by the High Court. The large majority of sentences (1,395) were imposed on juveniles. At its twentieth session, the Council expressed disappointment that further progress towards the complete abolition of this punishment had not proved possible, and hoped that in the near future conditions would permit the Administering Authority fully to implement its desire to abolish it.

124. At its twenty-third session, the Council adopted the following conclusion and recommendation:

The Council notes with regret that the Administering Authority has found it impossible to make progress towards the abolition of corporal punishment. It notes, however, the assurances given by the Administering Authority concerning its intention to abolish corporal punishment as soon as conditions permit.

LABOUR CONDITIONS AND ORGANIZATION

125. A detailed account of the labour situation in mid-1958 is set forth in the Council's previous report.[10] The principal changes noted in the annual report for 1957 were: (a) a slight increase in the total of employed Africans from 424,209 in 1956 to 430,470 in 1957; and (b) an increase in the rates of wages paid to unskilled dock-workers (from a range of 105 to 150s. per month in 1956 to 118 to 163s. in 1957) and unskilled government employees (increased from a range of 42s. 50c. to 78s. 50c. in 1956 to 47s. 50c. to 85s. 50c. in 1957).[11] A total of 114 trade disputes, involving a loss of 165,328 man-days, occurred during the year. It was reported that during 1958 a large number of strikes occurred against the wishes of the unions and contrary to union policy.

126. The most noticeable development in recent years has been the rapid growth of a trade union movement in the Territory with an estimated membership in 1958 of approximately 46,488. Referring to this at its twenty-first session, the Council expressed the opinion that a well-organized trade union movement under experienced leadership could play an important role in future development. It accordingly commended the Administering Authority for providing training facilities for union leaders and hoped that every encouragement would be given to them to make use of these facilities. It also stressed the importance of educating union members in the principles and methods of trade unionism.

127. The Council was, moreover, concerned with the desirability of increasing the earning power of unskilled workers, a problem which is complicated by the fact that a large proportion of African workers are seasonal migrants. At its twenty-first session, the Council noted with satisfaction the establishment of a minimum wage board for Dar es Salaam and the projected application of minimum wage legislation to other towns. It requested the Administering Authority to keep constantly under review the possibility of increasing wage levels by any appropriate means, including, where possible, the provision of training programmes to increase the productivity of workers.

128. It was announced in October 1958 that the Government of Tanganyika had decided to invite a suitably qualified person to conduct an inquiry into wage-fixing machinery in the Territory.

129. In 1958, a control joint council of the sisal industry was established. Its constitution provides for the establishment of joint consultative machinery throughout the sisal industry, through the medium of regional and area consultative councils with estate committees at the lowest level. Apart from the sisal industry, there were by the end of 1958, 188 formally constituted joint consultative committees in being, and it was estimated that 130,000 workers were represented therein.

130. At its twenty-third session, the Council adopted the following conclusions and recommendations:

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[10] A/3822, vol. II, chap. I, paras. 212-218.

[11] s = shillings; c = cents.

The Council welcomes the growth of the trade union movement in Tanganyika and the development of joint consultative committees in various industries. Noting that a large number of strikes have occurred against the wishes of the unions, and contrary to union policy, the Council is confident that these difficulties will disappear as union leaders and workers gain in experience and education, and that, with proper guidance, the trade union movement will continue to progress and contribute usefully to the development of the Territory.

The Council notes that an expert is conducting an inquiry into wage-fixing machinery in the Territory, and that another inquiry is taking place into the terms and conditions of work in the ports of Tanganyika.

Noting the low standard of living of the local African population, the Council recommends that the Administering Authority should, subject to the results of these inquiries, take appropriate measures to extend the minimum wage legislation to all wage earners in the Territory. The Council expresses the hope that the Administering Authority will supply information on the measures adopted in this field and on their implementation.

The Council notes the statement of the Administering Authority that compulsory labour is in fact restricted to cases of porterage for government teams visiting remote areas, and that the employment of such labour, whenever necessary, is completely in accordance with International Labour Conventions.

MEDICAL AND HEALTH SERVICES

131. Many of the developments which occurred in the medical and health field during 1957 have already been described in the Council's previous report.[12/] It will be recalled that the Territory's medical services are currently being expanded under a development plan instituted in 1956.

132. The territorial budget estimates for 1957-1958 included a provision of £1,899,756 for the public health services maintained by the Medical Department, to which must be added expenditure for capital projects (£500,950) and local authority expenditure on health services which, in the preceding year, amounted to approximately £600,000. Actual expenditure by the central Government totalled £2,077,993 in 1956-1957 and £1,996,945 in 1955-1956. Thus, over-all expenditure has increased progressively despite financial difficulties which, in 1957, necessitated an extension of the time-table of the current development plan which was originally intended to be completed within five years.

133. The principal advance during 1957 was in the expansion of curative facilities. During the year, five new district hospitals were completed and two others were started. Additional extensions were under construction, notably at the Tanga hospital, and further progress was made in the building of a new general hospital at Dar es Salaam. As a result of this progressive development, the number of beds in government institutions (under 4,000 in 1949) increased from 5,886 in 1956 to 6,137 at the end of 1957; ten institutions were opened in 1958. The number of medical practitioners increased from 439 to 459 and the number of registered nurses and midwives in government service from 421 to 433.

134. At its twenty-first session, the Council welcomed the continuing increase in hospital facilities and medical staff, although it hoped that more Africans would be encouraged to train as medical practitioners in order to utilize the facilities available at Makerere College. The Council expressed particular satisfaction at the information that during the second phase of development, which has already begun, particular emphasis is being placed upon the expansion of preventive services, as is indicated by the decision taken in 1957 to establish forty preventive health centres in rural areas during the next five years. As part of this plan a campaign of health education was gradually built up during 1957 and it was reported in 1958 that the African population was participating increasingly in local public health programmes organized as part of the campaign.

135. The Council was also informed in 1958 that there is growing evidence of tuberculosis in certain parts of the Territory, especially in areas where the disease was not formerly known. During 1957, a tuberculosis control scheme was initiated in the eastern part of the Southern Province and a tuberculosis survey was carried out in the same area by a team of experts provided by the World Health Organization. At its twenty-first session, the Council expressed concern at the increasing evidence of this disease and urged the Administering Authority to take all appropriate steps to combat it.

136. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that, despite limited financial resources, the number of hospitals, health centres and dispensaries has continued to rise, that emphasis has been placed on preventive health services and that further steps have been taken for the control of tuberculosis. It also welcomes the increasing interest in and participation of the population in local health programmes. The Council is, however, aware that continued expansion and improvement of the medical facilities in the Territory is necessary, and is confident that the Administering Authority will continue to devote attention to this matter.

The Council stresses the need for further efforts, particularly in the training of qualified African medical and health personnel, and reiterates the recommendation made at its twenty-first session that the Administering Authority continue to encourage suitably qualified Africans to take higher medical training in order that the facilities available at Makerere College for the training of medical personnel are utilized to the fullest extent.

The Council welcomes again the assistance being given to the Territory by the World Health Organization and the United Nations Children's Fund. It notes with appreciation the observations submitted by WHO on health conditions in the Territory (T/1432) and commends them to the attention of the Administering Authority, particularly the recommendation for the establishment of a pilot demonstration area in which all types of public health services would be integrated as well as the recommendation for the extension of tuberculosis control measures to the Lake and Western Provinces.

12/ A/3822, vol. II, chap. I, paras. 220-229.

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

STANDARD OF LIVING

137. The representative of the USSR noted that livin, conditions in the Territory had not improved. He considered that the Council must draw the attention of the Administering Authority to the necessity for taking measures to improve the standard of living.

138. The special representative of the Administering Authority stated that, while there was still much poverty, it had been progressively decreasing during the period since the United Kingdom became responsible for the administration.

CORPORAL PUNISHMENT

139. The representative of the USSR noted that the cases of corporal punishment had become more numerous and that the punishment was also given to juveniles.

140. The representative of Haiti expressed the hope that the continuing practice of corporal punishment, which was in conflict with the Charter, would be condemned.

141. The special representative of the Administering Authority pointed out that corporal punishment, as a sentence which may be awarded by the courts in certain limited circumstances, was maintained in Tanganyika on the basis of consultation with African public opinion. He added that during his time in the Territory no African representative had ever suggested in the Legislative Council that the question of corporal punishment should be reconsidered. It was nevertheless the declared intention of the Tanganyika Government to bring this form of punishment to an end, and it was hoped that public opinion could be educated to accept that.

LABOUR CONDITIONS AND ORGANIZATION

142. The representative of New Zealand hoped that those trade union leaders who had displayed more enthusiasm than experience would take advantage of the training facilities and advisory services provided and would speedily learn how to redress the balance.

143. The representative of the USSR disagreed with a statement of the special representative that the increase in strikes was due to inexperienced labour union leaders who did not know the purposes of strikes. There was still compulsory labour in the Territory and the Council should draw the attention of the Administering Authority to the necessity for its abolition.

144. The representative of Haiti expressed the hope that the practice of compulsory labour, which was in conflict with the Charter, would be condemned.

145. The special representative of the Administering Authority explained that the sole form of compulsory labour which was still in existence in Tanganyika was, as stated in the annual report for 1957, for porterage for government teams in remoter areas. This was fully in accordance with the relevant International Labour Conventions. Moreover, it did not conflict with the terms of the Trusteeship Agreement.

MEDICAL AND HEALTH SERVICES

146. The representative of the USSR considered there had been no material improvement in the public health field. Many serious diseases were still prevalent and no measures were being taken to protect the population against epidemics. In a territory of over one million square kilometres there were only seventy government health institutions and only 490 doctors for over 8 million people. The payment of medical fees, furthermore, prevented the great majority of people from receiving medical help.

147. The representative of Belgium concurred with the conclusions reached by WHO that a considerable amount of progress had been made in the field of health.

148. The special representative of the Administering Authority contested the suggestion that smallpox, leprosy and plague were widespread and that no adequate measures had been taken to protect the population against them. He also drew attention to the fact that medical services for indigenous people were completely free.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL EDUCATIONAL POLICY

149. The organization and administration of the Territory's educational system, which provides separate school facilities for the children of four different racial groups, has been described in the Council's previous reports. Most of the schools are run by voluntary agencies, aided by government grants. Total expenditure on African education by the Government and by local authorities rose from £3,045,827 in 1956 to £3,555,446 in 1957. To these sums must be added expenditure by voluntary agencies which increased from £435,665 to £543,254. Expenditure on European and Indian education in 1957 amounted to £662,030 and £645,334, respectively. Other non-African education expenditure amounted to £46,974.

150. In the field of educational policy, the Council has devoted particular interest in the past to the separation of the schools on a racial basis, which it considered to be an obstacle to the evolution of a unified and integrated society. Although the Administering Authority is in general agreement that ultimately a unified system must be introduced, it has explained that there are a number of difficulties which must be overcome, notably linguistic and cultural differences, the fact that there are insufficient teachers qualified to instruct in English and also lack of sufficient funds; at present the non-African communities make a substantial contribution to the cost of education for their own children and the fees which they pay greatly exceed those paid by Africans. Accordingly the Administering Authority's policy is to introduce non-racial education gradually from the top downwards. So far, post-secondary education has been made non-racial and certain schools (for instance a secondary school in Dar es Salaam and a preparatory school in the Bukoba district) are attended by children of all races. It is also proposed to admit non-Europeans to the secondary school under construction near Iringa and the Government is actively encouraging the establishment of a non-racial preparatory school in the Southern Highlands. These developments were known to the

Council when, at its twenty-first session, it expressed the hope that the Administering Authority would take a more positive lead in introducing inter-racial education as soon as possible. The Council noted with interest that special provision had been made in teacher-training centres for further instruction in English with a view to its being taught from standard III in the African primary schools. The first group of 250 grade II teachers trained and qualified to teach English at standard III level completed their training course in December 1957.

151. The Council was informed at its twenty-third session that the Government had appointed a committee to examine the problems of the closer integration of the educational systems of all races in Tanganyika.

152. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction a certain increase in the number of schools and in the number of children attending school and an expansion in the training of teaching personnel. The Council notes, however, that it is still necessary to make greater efforts to provide a greater proportion of the school-age African population with educational facilities.

The Council welcomes the appointment of a committee charged with the examination of closer integration of the educational systems of the various races and expresses the hope that as a result of its study the Administering Authority will be able to introduce, as soon as possible, a policy of interracial education at all levels.

The Council notes the observations of the United Nations Educational, Scientific and Cultural Organization on educational advancement in Tanganyika (T/1429) and commends them to the attention of the Administering Authority.

PRIMARY, MIDDLE AND SECONDARY EDUCATION

153. In 1957, there were 2,632 African primary schools, 261 African middle schools and twenty-six African secondary schools, with enrolments of 355,632, 35,511 and 2,989, respectively. The corresponding figures for Asians were 113 primary schools, with an enrolment of 15,339 and thirty-three secondary schools, with an enrolment of 6,228. For Europeans the figures were thirty-three primary schools, with an enrolment of 2,286, and two secondary schools, with an enrolment of 459.

154. Compared with the situation in the preceding year, the above figures represent an increase during 1957 of forty-three African primary, three European primary and fifteen African middle schools; the number of Asian primary schools decreased by five and the number of Asian secondary schools by two. African student enrolments at the primary level increased by 19,553, at the middle level by 2,666 and at the secondary level by 580. Asian enrolments at the primary level increased by 878 and at the secondary level by 6[illegible]2. European enrolments at the primary level increased by 225 and at the secondary level by 127.

155. African education was until 1956 developed under a ten-year development plan which resulted, among other things, in a substantial increase in primary schools and enrolments. In 1957 a new plan was initiated which will probably take six or seven years to implement. The new development plan aims at doubling the number of middle schools and at expanding secondary and technical education. Only a limited number of new primary schools will be opened and efforts will be concentrated on improving the quality of primary education. It was reported that by the end of 1957 more than fifty new middle schools were under construction and work was started on a further thirty in 1958. Altogether, 238 new middle schools are planned, to be built at a rate of about forty per year. Of this number, eighty-nine boys' and fourteen girls' schools were completed by the end of 1958.

156. At its twenty-first session, the Council urged the Administering Authority to make every effort to ensure that the increased post-primary facilities were provided and utilized as rapidly as possible, bearing in mind especially the need to close the gap between primary and secondary education which had grown as a result of the expansion of primary facilities. In 1956 it had been estimated that only about 18 per cent of the boys and 12 per cent of the girls completing the primary course proceeded to middle schools, but with the completion of the new plan it is expected to increase the proportions to 30 per cent and 16 per cent, respectively.

157. The Council also endorsed the emphasis placed by the Administering Authority upon improving the quality of primary education, although at the same time it hoped that ultimately there would be a sufficient number of schools to enable primary education to become compulsory and free. Steps to improve the quality of primary education taken during 1957 included the abolition of double sessions at standards III and IV in 400 primary schools by the provision of new classrooms; additional classrooms were under construction at 550 other schools.

158. The Administration estimates the number of African children of primary school age at about 850,000. Of these, some 367,000 are attending primary schools. The number of African children of middle school age is also estimated at 850,000, and of these, 35,000 are attending middle school. The additional recurrent cost of providing primary and middle school places for all African children, together with secondary schools for 15 per cent of those leaving the middle schools, would amount to well over £41 million a year, plus £5 million in initial costs for training additional teachers, and £40 million in capital costs for providing schools. The Administering Authority therefore stated that, however much it may sympathize with the demand for additional educational facilities, progress must inevitably be slow.

159. In spite of persistent demands by the Africans for increased education facilities, 14,000 places were unfilled in standard I of the primary schools, and more than 91,000 in standards II, III and IV of the same schools, and 5,000 in middle schools.

160. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes with concern that, in spite of the fact that less than half of the African school children of primary school age, and less than 5 per cent of the children of middle school age are attending school, and that the African population as a whole is persistently demanding increased education facilities, over [illegible]000 places are unfilled in primary schools, and 5,0[illegible] in middle schools.

The Council notes that the Administering Authority attributes this situation in part to the fact that in certain remote rural areas the parents are reluctant to part with their children and prefer to keep them at home and make use of their services in work in their houses or in their fields.

The Council considers that a special and detailed study is required to determine the exact causes of this anomalous situation and to devise the necessary remedies. The Council recommends that the Administering Authority study this problem carefully and submit to the Council, as soon as possible, detailed information on this question together with a statement of the measures taken to correct the situation.

The Council recommends that a special promotion campaign should be undertaken by all possible means to spread a realization of the purposes and benefits of education.

HIGHER AND VOCATIONAL EDUCATION

161. The position in regard to post-secondary and vocational training is described in the Council's previous report.[13] During 1957, 1,204 African students were enrolled in technical and vocational centres compared with 696 during the preceding year and, in addition, about 2,800 were attending vocational courses organized by various government departments. As previously reported, a new trade school was opened at Moshi in 1957 and the first part of the new Technical Institute at Dar es Salaam was completed.

162. Pending the construction of the projected university college in the Territory, the Board of the Higher Education Trust Fund apportioned a part of its annual interest to the consolidated bursaries fund (which has been referred to in a preceding section). During 1957 bursaries were awarded to fifty-three new students at Makerere College in Uganda, fourteen at the Royal Technical College, Nairobi (in Kenya) and twenty-one at the Teacher Training College, Nairobi. In all, eighty-one African students from the Territory were attending institutions of higher education outside East Africa and 181 were studying at Makerere. In 1958, the number of Tanganyika students at Makerere College increased to 218 and at the Royal Technical Institute, Nairobi, to thirty-three. In addition, there were nearly 200 African students from Tanganyika taking higher education courses outside East Africa. During 1958 there were 1,769 teachers in training at teacher-training centres in Tanganyika.

163. At its twenty-first session, the Council trusted that the Administering Authority would continue to give close attention to the problem of increasing opportunities for vocational training. It welcomed information that a working party of United Kingdom experts would shortly visit and report on the suitability of a site chosen for the future university college. It also suggested that, in determining the courses of study to be provided at the college, careful consideration should be given to providing courses in the applied sciences and other fields which are not available at Makerere.

164. The Working Party on Higher Education visited Tanganyika in July-August 1958 to examine and advise on the proposals for the creation of new institutions of higher education in East Africa. Its report is being considered by the Government.

13/ A/3822, vol. II, chap. I, paras. 261-265.

165. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council notes that the report of the Working Party on Higher Education is now being considered by the Tanganyika Government and expresses the hope that the Administering Authority will take further measures towards the establishment in Tanganyika of institutions of higher learning including a University College in the nearest possible future.

The Council recommends that the Administering Authority take all necessary measures consistent with the needs and interests of the Territory and its inhabitants to enable Tanganyikans to take full advantage of the scholarships offered abroad under United Nations scholarship schemes.

The Council further notes that UNESCO has undertaken, subject to the requests that may be made under its participation programme, to extend on request technical and financial aid to Member States to organize in 1959 a meeting of experts from different parts of the world to establish general principles in the field of technical and vocational education which would be particularly applicable in Africa. The Council expresses the hope that the Administering Authority will take advantage of this offer and participate in the conference.

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

GENERAL EDUCATIONAL POLICY

166. The representative of India expressed the view that there should be no separate schools for racial or religious groups in the Territory. He also considered that the Government should develop an educational policy which was completely secular, especially since the population comprised groups of different religious faiths and beliefs.

167. The representative of France considered that with regard to racial integration in the schools the matter should be left to the authority responsible, which had stated that the institution of a unified education system was its purpose, to decide when and what methods would be appropriate to achieve effective school integration.

PRIMARY, MIDDLE AND SECONDARY EDUCATION

168. The representative of Italy considered that the support of all political leaders and their parties should be enlisted to ensure that the present educational facilities were fully utilized and existing vacancies in schools filled.

169. The representative of the Union of Soviet Socialist Republics considered that the situation as regards primary and middle education was not satisfactory. There were empty places in the primary schools, probably because parents were unable to pay fees.

170. The special representative of the Administering Authority said that the fee of 10/- per year charged in African primary schools was solely for the purchase of books and, moreover, was remitted in all cases in which the parents could not pay it.

171. The representative of the USSR considered that the Administering Authority had not taken the appropriate measures to develop education. There was not a single higher educational institution in the whole Territory and the number of Africans studying abroad was only 200. The Administering Authority, moreover, did not permit African students to make use of the university scholarships offered by the Government of the Soviet Union.

172. The representative of India expressed satisfaction at the impressive number of students from Tanganyika attending various higher, technical and other institutions, the large numbers of teachers being trained, and the expansion of vocational and technical training facilities.

173. The representative of France considered that the creation of a university college in Tanganyika did not seem to be the most urgent problem since both in the primary and secondary schools there were striking figures with regard to vacancies.

174. The representative of the United Arab Republic attached special importance to the establishment of a university in Tanganyika, and expressed the hope that the problem of financing such an institution would be solved satisfactorily.

175. The representative of Paraguay urged the Administering Authority to intensify its efforts to establish a university within the Territory. He considered that professional and technical training was of vital importance in preparing for self-government and he was concerned that there were as yet few Africans with professional qualifications.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

Outline of conditions, and recommendations adopted by the Trusteeship Council

176. With regard to the provisions of General Assembly resolutions which 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 objective, the Council observes that the Administering Authority did not give any such estimates in its annual report for 1957. At its twenty-first session, the Council, recalling its previous recommendation on the subject, expressed the hope that the Administering Authority would continue to adopt plans in all fields of development of the Territory, where appropriate with dates for their fulfilment, whenever it was satisfied that this would help to create the pre-conditions for the attainment by the Territory of self-government or independence.

177. At the twenty-third session of the Council, the Administering Authority stated that it was its policy to bring Tanganyika to self-government or independence as soon as practicable, but that there was a great deal of ground to be covered before self-government could be achieved; target dates were only one means to an end, and not necessarily the most effective or rapid means.

178. At its twenty-third session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous resolutions on this subject, recommends that the Administering Authority should, in consultation with the elected representatives of the population, adopt plans for the development of the Territory in all fields, with indications where appropriate of intermediate target dates to create as soon as possible the pre-conditions for the attainment by the Territory of self-government or independence.

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

179. The representative of the United States of America considered that Africans must have satisfactory evidence of the plans being made for their progress towards independence. This could best be accomplished by announcing from time to time the period within which the Government hoped to accomplish the next step in its programme towards self-government. He expressed the belief that such publicly planned, step-by-step progress gave to the people a sense of purpose and direction which would enable them to move more rapidly and harmoniously ahead than might otherwise be possible. He said further that, in keeping with this philosophy, his delegation hoped that the Government in the near future would consider the advisability of indicating an approximate date for the achievement of fully responsible ministerial government in the Territory.

180. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority had set no date for the attainment by the Territory of self-government or independence. The Administering Authority maintained that the main obstacle in this respect was the lack of trained Tanganyikans, as well as the feeling of animosity of the indigenous inhabitants towards the Europeans. It was not prepared to agree to provide self-government as long as it was not certain that the property rights of all residents in the Territory would receive proper respect. The Trust Territory was progressing very slowly towards self-government or independence and the main cause for this was the Administering Authority's policy of perpetuating Tanganyika's dependent status so that its natural and other resources might be used by the Administering Authority and British and other foreign companies. The Council must point out to the Administering Authority the necessity for implementing the General Assembly resolutions on the establishment of a target date for the attainment by the Territory of self-government or independence. It would be quite justifiable—and indeed proper—to establish a maximum target date of five years.

181. The representative of India considered that it should be the pre-eminent task of the Administering Authority to prepare the peoples of the Territory for the responsibilities of independence in the shortest possible time. That preparation had to be comprehensive, with a view to a balanced and integrated development in the political, economic and social fields and involved detailed planning to enable the smooth and

orderly transfer of power to the people of Tanganyika. He felt that the determination of intermediate target dates for independence, as recommended on numerous occasions by the General Assembly, could no longer be postponed. Accordingly, his delegation would recommend once again that the Administering Authority, in consultation with the elected representatives of Tanganyika, should proceed with the fixing of target dates for the introduction of universal suffrage, and for the abolition of official representatives in the legislature and the executive government, as well as in other spheres.

182. The representative of Haiti stated that appropriate measures should be taken to secure the transition from trusteeship to independence, and expressed the hope that the Administering Authority, in accordance with the wishes expressed by all, would very soon fix target dates for the objectives to be achieved.

183. The representative of the United Arab Republic, after regretting that the Administering Authority had not yet established target dates, expressed the hope that it would give favourable consideration to the question of formulating target dates and plans for the political advancement of Tanganyika.

184. The representative of Australia was of the opinion that, so far as Tanganyika as an entity was concerned, it would be premature to consider the formulation of any recommendations relating to intermediate and final targets and dates, especially of a political character.

185. The special representative of the Administering Authority said that there was no substance in the suggestion that the Administering Authority was deliberately attempting to delay the grant of independence. On the contrary, it was the declared policy of the Administering Authority to bring Tanganyika to independence as soon as practicable.

186. The representative of the Administering Authority observed that target dates were only one means to an end.

Chapter II

RUANDA-URUNDI

I. GENERAL

Outline of conditions

1. Ruanda-Urundi has a total area of 54,172 square kilometres and is the most densely populated area in central Africa. The average density rose from 81.51 inhabitants per square kilometre in 1956 to 84.17 in 1957. The indigenous population in tribal areas was estimated at 4,559,768 in 1957, as against 4,415,595 in 1956. Of this number, 2,452,737 are inhabitants of Ruanda and 2,107,031 of Urundi. There were in addition 70,321 Africans living in extra-tribal areas, of whom 34,395 are non-indigenous Africans, chiefly Congolese, and 7,257 Europeans, 2,856 Asians and 1,007 persons of mixed races.

2. The division of the indigenous population of Ruanda (Banyaruanda) and Urundi (Barundi) into Batutsi, Bahutu and Batwa has been described in the Council's previous reports.

3. The estimated rate of population increase rose from 2.6 per cent in 1956 to 3.2 per cent in 1957. The 1957 Visiting Mission considered that, in view of the scarcity of land, the general poverty of the soil, the inadequate resources of the country and the absence of industrialization, the population increase might become a very serious threat for the future and it expressed the hope that the Administering Authority would do everything possible to make the people aware of the gravity of the demographic situation.

4. The Administering Authority has for several years tried to relieve the population pressure of the over-populated zones of Ruanda by inducing some of the people to move into the Belgian Congo, particularly the Kivu area. Nearly 4,000 citizens of Ruanda-Urundi moved into Kivu in 1957. Moreover, there is a spontaneous and definitive emigration movement towards the Belgian Congo, Uganda and Tanganyika, as well as a seasonal movement of workers towards those Territories.

5. During the thirteenth session of the General Assembly, the Fourth Committee, at its 804th meeting held on 17 November 1958, granted a hearing on Ruanda-Urundi to Mr. John Kale. In resolution 1279 (XIII) of 5 December 1958 the General Assembly drew the attention of the Trusteeship Council to the statement of the petitioner.

II. POLITICAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

6. At its twenty-first session, the Council considered that, through the persevering efforts of the Administering Authority and the population, the Territory had reached a turning point in its evolution. It noted with satisfaction that the traditional society was adapting itself at an ever-increasing tempo to modern democratic ideas and institutions and it endorsed the view of the 1957 Visiting Mission that the Territory was in a position to assimilate an increasing number of far-reaching reforms.

7. On 1 December 1958 the Governor of Ruanda-Urundi, speaking at the opening of the general session of the General Council of Ruanda-Urundi, announced that political reforms involving important structural changes were being considered by the Administration. The texts on which public opinion would be asked to express its views would probably concern the very nature of the mutual relationship between Belgium, the Belgian Congo, and Ruanda-Urundi, commit the Administering Power to a certain line of conduct and provide details on future developments.

8. The General Council decided unanimously to ask the Minister for the Belgian Congo and Ruanda-Urundi to arrange for a working group to come and establish contact with the inhabitants of the Trust Territory as soon as possible, in order to acquaint itself with their views on the political development of the country. The Working Group, consisting of three members of the Belgian Parliament, a senior official of the Ministry for the Belgian Congo and Ruanda-Urundi, and a member of the Conseil de législation, visited the Territory from 22 April to 6 May 1959. It submitted a report to the Minister for the Belgian Congo and Ruanda-Urundi.

9. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, considering that the Trust Territory of Ruanda-Urundi has now reached a turning point in its evolution and that the time has come for the Administering Authority to guide the people of Ruanda-Urundi towards the establishment of true democratic institutions, notes with satisfaction that a Working Group composed of five persons appointed by the Minister for the Belgian Congo and Ruanda-Urundi visited Ruanda-Urundi from 22 April to 6 May 1959 to inquire about the wishes of the inhabitants of Ruanda-Urundi and their views on how to guide the administrative and political evolution of the Territory. The Council awaits with great interest the publication of the report which the Working Group has transmitted to the Minister, and the statement which the Belgian Government will soon make on the political future of the Trust Territory.

The Council notes that the Administering Authority is considering the implementation of political reforms in the Territory. However, as these contemplated reforms have not yet been made known, it is not in a position to comment upon them. It hopes that the reforms contemplated by the Administering Authority will be substantial and far-reaching.

The Council is confident that the contents of the report of the Working Group as well as information

concerning reforms resulting therefrom will be transmitted to the United Nations as soon as possible.

The Council is confident that the Administering Authority, in drafting the political reforms which are envisaged for Ruanda-Urundi, will duly take into account the aspirations of the indigenous population and the recommendations of the Trusteeship Council and the General Assembly.

In particular, it draws the attention of the Administering Authority to the importance it attaches to increasing the representation of the indigenous inhabitants in the General Council, to conferring legislative powers upon this Council, so that eventually it might become the legislative body of the Territory, to introducing direct universal suffrage, to increasing the responsibilities of local authorities and councils and to integrating progressively, the European and indigenous administration pursuant to an appropriate Africanization and training plan and the implementation of plans for judiciary reforms, and in particular for a complete separation of executive and judicial powers. It further recalls its desire to see a definition of the status of the inhabitants and an integration of all sections of the population, namely Batutsi and Bahutu, and a strengthening of the relationships between Ruanda and Urundi by encouraging the establishment and development, on a democratic basis, of common political, economic, social and educational institutions. It also reiterates the views previously expressed in favour of full and complete freedom for the establishment and functioning of political parties.

STATUS OF THE TERRITORY AND ADMINISTRATIVE UNION WITH THE BELGIAN CONGO

10. The Territory's status is governed chiefly by the Act of 21 August 1925 and the Royal Order of 11 January 1926, as amended on 26 June 1957. Under the new provisions, the King appoints the Governor and determines his status and the duration of his term of office, whereas previously the Governor was in fact chosen from the ranks of the administrative establishments of Africa. The Territory is united administratively with the Belgian Congo, of which it forms a separate Vice-Government-General, with a separate legal status and its own budget. The laws of the Belgian Congo are applicable to Ruanda-Urundi only if they are expressly stated to be so applicable or if the Governor of the Territory puts them into effect by ordinance.

11. The Minister for the Belgian Congo and Ruanda-Urundi recently announced his decision to end the administrative centralization under which the Governor-General and the services at Léopoldville were a normal channel of study and transmission for matters relating to Ruanda-Urundi. While co-ordinating machinery will be established with the Congo, the administration of the Territory, in so far as the responsibilities and functions of the Administering Authority are concerned, will be the direct responsibility of the Ministry for the Belgian Congo and Ruanda-Urundi at Brussels.

12. There is a customs union between Ruanda-Urundi and the Belgian Congo. At its twenty-first session, the Council observed that the present customs arrangements between Ruanda-Urundi and the Belgian Congo did not in one way or the other make it possible to determine accurately whether the existing customs union between the two Territories was functioning equitably. It noted, however, that the results of a careful study undertaken by the Administering Authority on the question would be submitted to the Council.

13. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council invites the Administering Authority to furnish promptly, as in the past, information on any proposed changes in the administrative links between Ruanda-Urundi and the Belgian Congo, which may result from the decisions arising out of the report of the Working Group or otherwise, so that the information may be the subject of appropriate study and recommendations in due course.

The Council, while reiterating its previous recommendations on the revision of the organic law of 21 August 1925, hopes that the position of the Administering Authority, as expressed both in the statement of its representative and in the decision of the Minister for the Belgian Congo and Ruanda-Urundi, will facilitate the amendment of that law so as to bring it into accord with current administrative practices and make its provisions more precise in the light of the terms of the Trusteeship Agreement.

The Council takes note of the assurance given at the twenty-fourth session by the representative of the Administering Authority regarding the communication of information obtained on the operation of the customs union between Ruanda-Urundi and the Belgian Congo, recalls the conclusion it reached at its twenty-first session concerning the operation of the customs union in question, and invites the Administering Authority to consider, as part of any reorganization of the Territory's financial system which might be included in the basic political reforms the introduction of methods likely to yield more accurate information on the operation of the customs union. The Council also expresses the hope that the study of the operation of the customs union which has been undertaken by the Administering Authority will result in the clarification and consequent adjustment of the budgetary situation in the Trust Territory.

The Council invites the Administering Authority to consider, in connexion with the proposed relaxation of the links between Ruanda-Urundi and the Belgian Congo, the possibility of bringing about modifications within a reasonable period of time in the procedure at present followed in the preparation and control of the budget of the Trust Territory.

The Council notes with satisfaction the statement made by the Administering Authority that the law of 21 August 1925 in no way constitutes an obstacle to the rights of the nationals of Ruanda-Urundi being different from those of the inhabitants of the Belgian Congo, which is the case at the present time, and that there is nothing to prevent the inhabitants of Ruanda-Urundi from acquiring new rights in the future within the limits laid down by the Trusteeship Agreement.

The Council notes the statement made by the special representative of the Administering Authority at the twenty-fourth session of the Council that the question raised by the High Council of the State of Ruanda of amending the special legislation governing the public force of Ruanda-Urundi to permit the people of the Trust Territory to enlist in the public force is still under review, and that he is certain that the Admin-

istering Authority will view with some favour the wishes of the inhabitants to participate in this force.

The Council considers that the Administering Authority should take steps to satisfy the desire of the inhabitants of the Trust Territory to enlist in the public force. This could be a valuable contribution to the development of a national feeling of responsibility for the defence of the Territory.

DUAL CHARACTER OF THE TERRITORY AND INDIGENOUS POLITICAL STRUCTURE

14. The Territory is divided into two States, Ruanda and Urundi, each headed by a Mwami[1/]. On various occasions the Council has advocated the establishment of the closest possible relationship between the two States. The 1957 Visiting Mission agreed with the Administering Authority that the common future of Ruanda and Urundi need not necessarily take the form of simple unification and that the situation might justify the adoption of a federal system or of some other form of decentralization. The Administering Authority informed the Council that it had to continue to take into account the aspirations of the indigenous population in favour of maintaining the political individuality of the two regions while promoting the development of central institutions and organs which were common to both regions.

15. At its twenty-first session, the Council recommended to the Administering Authority that, in the interest of the Territory as a whole, efforts to strengthen the relationships between the two States should continue.

16. At the twenty-fourth session of the Council, the Administering Authority observed that there was a distinct difference between Ruanda and Urundi in habits, customs, characteristics and languages as well as in the general behaviour of the inhabitants and in some of their aspirations. It would, therefore, appear that the two States were moving towards an intensification of the separate development of their domestic institutions.

STATUS OF THE INHABITANTS OF THE TERRITORY

17. Under the terms of the Act of 21 August 1925, the rights to which the Congolese are entitled by the laws of the Belgian Congo belong, according to the distinctions established in those laws, to the inhabitants of Ruanda-Urundi. In principle, the Administration is endeavouring to unify the status of all inhabitants of Ruanda-Urundi. It claims, however, that it will not be possible for some time yet to unify the legislation on that subject completely.

18. When the 1957 Visiting Mission discussed with the Administration the question of the institution of a Ruanda-Urundi citizenship, it was informed that the indigenous élite would find it hard to agree to "Ruanda-Urundi" nationality and would demand two separate nationalities. At its twenty-first session the Council recommended that the Administering Authority should keep constantly under review, in consultation with the representative organs of the Territory, the possibility of leading the inhabitants of Ruanda-Urundi towards the adoption of a national name and national symbols acceptable to all inhabitants, as a means of promoting national unity and of defining more precisely the status of the inhabitants.

CONSULTATIONS WITH THE INHABITANTS ON THE MEASURES TAKEN OR CONTEMPLATED TOWARDS SELF-GOVERNMENT AND RELATIONS BETWEEN THE BATUTSI AND BAHUTU

19. In its annual report for 1957 the Administering Authority repeated that the policy by which the Territory would be led to self-government or independence could not be set out in detail. It felt that it would be necessary to ensure the economic development of the Territory, develop the health services, make education available to all, and develop the moral, social and political consciousness of the indigenous inhabitants until they could be considered fully capable of conducting themselves according to the standards expected of a civilized people, and thus of collaborating with the other sections of the population in the progressive establishment of a government emanating directly from the inhabitants.

20. The inhabitants are consulted regarding the development and advancement of the Territory to the extent that they participate in the various councils, namely, the General Council and the councils of the sub-chiefdoms, the chiefdoms, the districts and the States.

21. The 1957 Visiting Mission referred to two documents in which the indigenous inhabitants expressed their views on the future of Ruanda. One, entitled "Statement of Views" (Une mise au point), was prepared by the High Council of Ruanda. The other was called "Manifesto of the Bahutu: note on the social aspect of the indigenous racial problem in Ruanda". According to the Administering Authority, the documents represented two contradictory tendencies: on the one hand, the High Council of Ruanda, consisting of Batutsi, called for higher education for the élite of the country and the granting of increasing political power; on the other hand, the Manifesto of the Bahutu placed political reform after economic and social reform in order to ensure the emancipation of the peasant masses. The Administration considered its task a delicate one. It wished to help the Bahutu to consolidate their position and to win the places to which they were entitled, but it did not want to harm the legitimate interests of the Batutsi. It was anxious to avoid unnecessary friction and to induce the Batutsi to understand and realize that the emancipation of the Bahutu was not only acceptable but even desirable.

22. At its twenty-first session the Council considered that the measures adopted to prevent abuses, together with the political reforms, social and economic progress, changes in custom and the growth of education, were helping to change the present relationship between the Bahutu and the Batutsi. It further considered that continued efforts in the political, economic and educational fields could play an important role in accelerating the integration of those two sections of the population.

23. In a speech delivered on 1 December 1958 at the opening of the general session of the General Council, the Governor of Ruanda-Urundi indicated that the problem commonly known as the "Hutu-Tutsi question" was the result of the inequality between the mass of the peasantry, which had little economic power, and the political aristocracy which owned the country's limited

1/ Plural: Bami.

resources. He took a firm stand against the abuses which some local authorities were still committing against the peasants.

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

24. Legislative power is exercised by the Belgian Parliament and by the Crown, acting on the advice of the Colonial Council in Brussels, in the form of laws and decrees respectively. This Council consists of a President, who is ex officio the Minister of Colonies (now the Minister for the Belgian Congo and Ruanda-Urundi), and fourteen members, eight of whom are appointed by the King and six by the legislative chambers. The Governor-General of the Belgian Congo and the Governor of Ruanda-Urundi have emergency legislative powers. Executive powers are delegated to the Governor of Ruanda-Urundi.

25. The General Council of Ruanda-Urundi is an advisory body which examines proposals concerning the budget, discusses matters submitted to it by the Governor of the Territory and expresses its wishes to the Government. It consists of forty-five members: nine ex officio members (comprising seven high-ranking European officials and the two Bami), four members chosen by the High Councils of Ruanda and Urundi and thirty-two members appointed by the Governor; eighteen of the latter are selected from lists of candidates submitted by associations—six representatives of industrial and commercial companies, six representatives of the middle classes, six representatives of employers' groups—and the fourteen others are chosen freely by the Governor (six notables, four representatives of extra-rural communities and four persons not belonging to the Administration).

26. With regard to the indigenous political structure of the Territory, Ruanda-Urundi is divided into two indigenous States (pays), each headed by a Mwami who is chosen according to native custom and invested by the Governor. Each State is divided into chiefdoms and sub-chiefdoms.

27. There are sub-chiefdoms councils, chiefdom councils, district councils and a high council of the State. These councils consist of ex officio members and others who are elected, co-opted or appointed, taking into account the preferences of the inhabitants, under a system described in the previous report.2/

28. These councils have to be consulted on all matters of concern to their areas. The consent of the councils of the States and of the chiefdoms is required for confirmation of the decisions of the Bami and the chiefs, in particular for approval of the budgets for those areas.

29. At its twenty-first session, the Council expressed the hope that further enlargement of the scope and responsibility of the legislative and executive powers would be accomplished in close co-operation between the Administering Authority and the people of Ruanda-Urundi. In particular it recommended that the Administering Authority should continue to increase the representation of the indigenous population in the General Council, that it should gradually confer legislative powers upon the General Council so that eventually it might become the legislative body of the Territory, and that a delegation of the General Council should be established which would be available for consultations with the Administration.

30. At the twenty-fourth session of the Trusteeship Council, the Administering Authority informed the Council that the decisions designed to bring about Ruanda-Urundi's progressive political emancipation would be chiefly concerned with such matters as the increased exercise of legislative and regulatory powers in order to enable the inhabitants to play greater and more direct part in decisions affecting them.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

31. In the extra-tribal centres, elections were held for the selection of members of the councils of the centres.

32. In 1956, the inhabitants of the tribal centres were able for the first time to express their preferences regarding the membership of the sub-chiefdom councils by voting in elections in which all adult males participated, and which were held by secret ballot.

33. At its twenty-first session, the Council considered that the holding of elections in 1956 for the establishment of the electoral colleges of the sub-chiefdom councils and the participation of large numbers of voters in these elections represented an encouraging development. The Council noted with satisfaction that the authorities in the Territory expected that it would soon be possible to carry out direct elections of members of sub-chiefdom councils. It urged the Administering Authority gradually but as rapidly as circumstances might permit to introduce a system of elections based on universal suffrage for the constitution of all councils, and recommended that it study the possibility of transforming these councils into local government bodies as a part of a unified administration common to the whole Territory.

34. At the twenty-fourth session of the Council, the Administering Authority stated that the members of the sub-chiefdom councils would probably be elected by direct universal suffrage at the next elections to those councils.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

35. The Belgian administration, which is distinct from the indigenous administration, is directed by the Governor and comprises 753 European officials (667 in 1956) and 1,088 indigenous or Congolese officials (902 in 1956). The qualifications required of candidates for the higher posts in practice exclude non-European candidates from such posts, but the majority of the lower posts are filled by indigenous or Congolese officials, most of whom have completed their secondary education. The Astrida School Group includes an administrative section for their benefit. The indigenous administration comprises 1,174 chiefs and sub-chiefs and approximately 3,000 African employees.

36. The Council has, on several occasions, recommended that the Administering Authority should develop opportunities for Africans to advance to higher positions in the Administration.

2/ Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), vol. II, chap. II, paras. 47-53.

37. At its twenty-first session, the Council congratulated the Administering Authority on the progress which had been achieved in the training of indigenous persons and took note of the statement of the Administering Authority that, as the number of persons having graduated from educational institutions grew, it would be possible to increase the appointment of nationals of Ruanda-Urundi to the Territory's civil service and to posts of higher responsibility within it.

38. At the twenty-fourth session of the Trusteeship Council, the Administering Authority informed the Council that the separate European and African services within the central administration had been abolished as from 1 January 1959 and that a single set of regulations was now applicable to all civil servants. As a result, 213 African officials had obtained access to fourth-category positions previously occupied by Europeans (84 medical assistants, 77 assistant agronomists, 44 technical officers of the Veterinary Service, a public works foreman, 7 territorial officers).

JUDICIAL ORGANIZATION

39. The Territory has non-indigenous courts which deal with criminal and civil cases in accordance with the written law, and indigenous courts which settle civil and personal disputes between Africans in conformity with customary law and have limited competence in criminal cases.

40. The 1957 Visiting Mission noted that a new draft code of judicial organization and jurisdiction had been submitted to the General Council in July 1957 for its comments. This draft code was designed to eliminate racial discrimination, to substitute professional magistrates for judges who are administrative officials, and to increase the safeguards of the independence of the judicial power. A proposal for the reform of the indigenous courts had also been submitted to the General Council for its comments. The 1957 Visiting Mission took the view that the present system of indigenous courts did not inspire confidence and opened the door to abuses.

41. At its twenty-first session, the Council considered that the new draft code constituted a substantial step forward in the separation of indigenous administrative and judicial powers, and was confident that the Administering Authority would draw the attention of the General Council to the importance of continuing its study of that matter and to the wisdom of establishing a separate and independent judiciary.

POLITICAL ORGANIZATIONS

42. At its twenty-first session, the Council noted that the Administering Authority, because of practical considerations, had found it impossible to grant permission for the formation of certain political organizations in the Territory. The Council, considering that the establishment and functioning of political parties is a basic principle in the democratic organization of the Territory, noted with pleasure that the people of Ruanda-Urundi had begun to show interest in organized political movements and was confident that the Administering Authority would continue to foster and encourage the development of political institutions.

43. In 1958, two political movements were founded among the peasant population of central Ruanda: the Mouvement social muhutu, whose programme includes seeking specific solutions of the economic, social and moral problems of the families belonging to the movement, and guiding the development of tribal customs and institutions towards a democratic ideal; and the Association pour la promotion sociale de la masse, which wishes "to promote the advancement of the masses of Ruanda as a whole with a view to their emancipation". A movement called Union économique du Congo belge was founded in the extra-tribal community of Usumbura; its programme is the economic, social, intellectual and political development of the Congolese people.

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

GENERAL

44. The representative of the United Kingdom of Great Britain and Northern Ireland was of the opinion that the Council at this session must not, and could not, do anything to prejudge the process of consultation between the Administering Authority and the people which had been put into operation through the means of the Working Group.

45. The representative of Italy noting that the report of the Working Group was expected soon, congratulated the Administering Authority and the people of the Territory upon the fact that progress in all fields, but notably in the political one, had been such as to demand some structural changes which would bring it nearer to the pattern of a modern, free and democratic country.

46. The representative of China noted with satisfaction that the evolution of the Territory had reached a stage when structural reforms would have to be made in the political institutions and that the Administering Authority had dispatched a study group to the Territory to examine the matter.

47. The representative of the United States of America said that he would defer his comments upon the future constitutional structure of the Territory and other questions in the political field until after the Council was aware of the contents of the report being prepared by the Working Group and its influence on the Administering Authority's policy.

48. The representative of France noted that in sending a Working Group to Ruanda-Urundi at the request of the General Council, the Administering Authority had not acted under the pressure of events.

49. The representative of the United Arab Republic regretted that it was not possible at this session of the Council to obtain sufficient information on the state of mind, the orientation and the first reactions of the Working Group and its activities in the Territory, on the points of view and complaints put before it and the precise problems which were taken up more specifically by that Group. He proposed that the conclusions of the Working Group and the views of the Administering Authority as to the structural reforms to be introduced in the Trust Territory be submitted to the General Assembly at its fourteenth session when the report of the Council comes up for discussion there.

50. The representative of Australia observed that Ruanda-Urundi was in a position to assimilate an in-

creasing number of far-reaching reforms, chiefly as a result of the activities of the Administering Authority and of the conditions which these activities had brought about.

51. The representative of the Union of Soviet Socialist Republics considered that the political situation in the Trust Territory today was quite unsatisfactory. He noted that the Working Group appointed by the Administering Authority to study the political problems of Ruanda-Urundi did not include a single representative of the indigenous inhabitants of the Territory, even though many demands to this effect had been made by the inhabitants.

52. The representative of the Administering Authority stated that the entire policy of Belgium with respect to the Trust Territory favoured and fostered the progressive development of the populations towards self-government or independence. In the declaration made by the Prime Minister of Belgium, on 13 January 1959, on the reforms relating to the Belgian Congo, it was stated that Ruanda and Urundi had reached an important turning point in their evolution and that an increasing number of reforms adapted to these regions would be proposed.

STATUS OF THE TERRITORY AND ADMINISTRATIVE UNION WITH THE BELGIAN CONGO

53. The representatives of India and the United Arab Republic were of the opinion that there was no justification for the stationing of a contingent of the "Force publique du Congo belge" in Ruanda-Urundi, at the expense of the Territory amounting to 15 million francs per year. The representative of India said that if the maintenance of a military or paramilitary force were in fact necessary, such a force should be created from among the Territory's own inhabitants, so as to give the people of Ruanda-Urundi the sense of responsibility for their own security.

54. The representatives of New Zealand, Paraguay and China welcomed the decentralization announced by the Minister for the Belgian Congo and Ruanda-Urundi, as a result of which the administration in Ruanda-Urundi would be directly responsible to the Ministry in Brussels.

55. The representative of Haiti was of the opinion that the Territory must retain its own personality and that all administrative and political links with the Belgian Congo should be eliminated.

56. The representative of the USSR noted that Ruanda-Urundi was still governed by the colonial law of 1925, and that in fact the Trust Territory was still considered by the Administering Authority as a part of the Belgian Congo. Thus Belgium was seeking to retain complete political and economic control over the Trust Territory. The union with the Belgian Congo should be liquidated in order to put an end to a situation which makes a Trust Territory dependent on the authorities of a neighbouring colony.

57. The special representative of the Administering Authority stated that the relaxation of administrative links between Ruanda-Urundi and the Belgian Congo and the closer connexion of the Territory to the Ministry in Brussels were based on the concern of concentrating the attention of the Ministry on the special needs of the Territory and of bringing about a quicker liaison and more satisfactory organization of services. This did not represent any change of policy.

DUAL CHARACTER OF THE TERRITORY

58. The representative of New Zealand would not like the divisive tendencies in the two States of Ruanda and Urundi to receive much encouragement.

59. The representative of Haiti felt that the best solution was probably that of a federation of the two sections of the Territory in which each one would have a degree of domestic autonomy. To set up this federation, the qualified representatives of the Territory should meet to discuss and set the basis of the future State in which antagonisms and artificial and unreal borders would disappear under a single flag and a common emblem.

60. The representative of the United Arab Republic stated that the Territory would probably have to choose between a federal and a unitary system. He was inclined to believe that, as long as the organs of the Trust Territory were not fully representative—and they were not fully representative at present—it would be premature to ask the Territory to make a choice of such significance.

61. The representative of Australia observed that the federal principle might possibly be appropriate in the case of Ruanda and Urundi.

62. The special representative of the Administering Authority stated that the Administration was aware that a division of Ruanda and Urundi would represent a very serious weakening of the potential of the Territory and had multiplied its efforts so that Banyaruanda and Barundi might be able to understand what was in their common interest. But the Administering Authority had to take into account the current aspirations of the populations. Each country had virtually its own flag and its own national anthem, and the purposes which were aimed at would not be attained by the imposition on the part of the Administering Authority of a flag and national anthem common to all nationals of Ruanda-Urundi, because such a measure would not satisfy any true aspiration.

STATUS OF THE INHABITANTS OF THE TERRITORY

63. The representative of Burma declared that the Territory had reached the stage when it was imperative that the problem of the legal status of its inhabitants be solved.

64. The special representative of the Administering Authority stated that the impossibility of creating for all nationals of Ruanda-Urundi a single political status was made even greater by the particularism of Banyaruanda and Barundi than by social differences which the Administering Authority was gradually reducing.

RELATIONS BETWEEN THE BAHUTU AND THE BATUTSI

65. The representatives of the United Kingdom and China underlined the importance of common education in the solution of political problems such as the relations between Batutsi and Bahutu.

66. The representative of Italy mentioned the importance of the trend towards the emancipation of the peasantry which tended to transfer the problem of relations between the Tutsi and Hutu from a racial to a social plan.

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

67. The representative of India thought that political institutions such as they were in the Territory, were in a rudimentary stage, and that the last few years did not appear to show any measurable speed in the development of political institutions and the devolution of political authority to the people.

68. The representative of China hoped that the recommendations which the Working Group would make regarding the administrative and political reforms would take into account the necessity of making the General Council an elected legislative organ with an increase of African membership and extension of powers, the need of democratization of the councils at various levels and in particular the progressive application of direct universal suffrage.

69. In the opinion of the representative of the United Arab Republic, the Administering Authority should give high priority to the future evolution of legislative organs with a view to creating a more direct participation by the population in the decisions affecting them. The problem of democratization of these institutions should precede any fundamental or far-reaching choice for the Territory.

70. The representative of the USSR considered that the inhabitants of the Trust Territory did not participate directly in the exercise of legislative authority. The various indigenous chiefs were in the complete dependence of the Governor or other Belgian officials. The General Council and the High Councils were powerless bodies with a bureaucratic structure. The Administering Authority should provide for the establishment in the near future of representative legislative, executive and judicial organs which would not be dependent on bodies in the colony of the Belgian Congo.

71. The special representative of the Administering Authority stated that the institutions of the Territory, contrary to being rudimentary, had, in their successive improved forms, expressed the political and social growth of the country and had marked important dates in the history of the institutions of Ruanda-Urundi without any upsetting features. The Administering Authority was introducing reforms as soon as society showed itself ready to absorb them.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

72. The representatives of Burma and New Zealand would like to see the vote extended to women also.

73. The representative of India expressed the hope that the introduction of universal suffrage would not be restricted to elections at the sub-chiefdom level. He further stated that it was equally necessary to ensure the full participation of women in elections at various levels.

74. The representative of the USSR stated that it was necessary to introduce universal suffrage.

75. The special representative of the Administering Authority stated that normally the Administration was fully in favour of universal suffrage for men and women, but the present state of society in the Trust Territory did not make it possible to extend the vote to women, judging from the reactions of local opinion. He did not, however, wish to prejudge any conclusions of the report of the Working Group and the decision of the Belgian Government.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

76. The representatives of Australia, Burma, China, New Zealand, Paraguay, Haiti and the United Kingdom welcomed the abrogation of the division of central authority into European and African staffs, replacing it by a single status and the elevation of 213 Africans to the fourth category of officials, which had formerly been occupied only by Europeans.

77. The representatives of India and Paraguay considered that special attention should now be paid to the question of training indigenous personnel for high administrative posts.

78. The representative of the United Arab Republic observed that there was no over-all plan for the Africanization of the Administration in Ruanda-Urundi.

79. The representative of the USSR stated that the real authority in the Territory was in the hands of Belgian officials and that the indigenous inhabitants were not admitted into organs of the Administration. The Administration of the Territory was completely segregated from the Africans. It stood over and above the African population. The two Bami and hundreds of chiefs were subordinate to Belgian officials who had both administrative and judicial functions.

80. The special representative of the Administering Authority stated that the mass promotion of Africans in the central Administration clearly showed that the objective which was being pursued by the Administration was to open up positions to all the indigenous people which their merit and ability entitled them to have, and this rule applied to employment in the opening grades as well as to promotion of the staff which were there at present. The practical consequence, therefore, was that no position which an African was capable of filling was reserved to a European. Moreover, the Administering Authority encouraged the training of indigenous inhabitants who had the proper education and diplomas, but intended to respect the full cultural freedom of each in his choice of a career. It was opposed to any form of directionalism affecting the employment of the Banyaruanda and Barundi.

JUDICIAL ORGANIZATION

81. The representative of New Zealand was of the opinion that far-reaching reforms of the judicial organization might well be deferred to accompany or follow other substantial reforms in the political structure.

82. The representatives of Burma and the United Arab Republic hoped that the plans for the judicial reorganization would not be unduly delayed or postponed.

POLITICAL ORGANIZATIONS

83. The representative of Haiti stated that restrictive measures and irritating limitations (such as the curfew in certain localities, and restrictions on movements) must be made to disappear.

84. The representative of the USSR considered that, judged as a whole, the Administration's policy was to prevent, to slow down and to crush any political movement, any party or trade union whose object would be to uphold the political rights of the indigenous inhabitants and support the emancipation of the country from foreign rule.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL ECONOMY; PUBLIC FINANCES; STEPS TAKEN TO OBTAIN ADEQUATE PUBLIC REVENUE

85. Ruanda-Urundi is essentially a poor and overpopulated country. It is self-sufficient where food is concerned, although the irregularity of the rainfall has caused tragic famines in the past. Population presents a continual problem owing to the lack of land and the difficulties caused by over-stocking with unprofitable live-stock. Coffee is at present the only really important export product. There is now also some production of cotton and cotton products.

86. Until 1958 the ordinary budget of the Territory was financed entirely by territorial revenue. The estimated revenue for 1957 rose to 758 million francs, and for 1958 to 1,024 million francs.[3/] Of the total estimated expenditure of 920,520,000 francs for 1957 (746,262,000 francs in 1956), 18.15 per cent was allocated to administrative and judicial services and the police force, 38.95 per cent to social services, 37.39 per cent to economic services, and 5.51 per cent to miscellaneous expenditure. Estimated expenditure for 1958 amounted to 1,018 million francs. The ordinary budget for 1958 was balanced by means of a recoverable advance of 125 million francs from Belgium.

87. In addition, the States and chiefdoms and the extra-tribal centres have their own separate budgets. In 1957, the budgets of the States and chiefdoms had provided for an expenditure of over 500 million francs. In 1958, these budgets totalled 580 million francs.

88. Projects undertaken under the ten-year plan for economic and social development are financed from an extraordinary budget, of which the main source of revenue is an annual interest-free advance of 400 million francs voted each year since 1952 by the Belgian Parliament. An advance of 475 million francs is proposed for 1959. On 31 December 1958, Belgian financial assistance to Ruanda-Urundi amounted to 3,300 million francs.

89. In 1957, Ruanda-Urundi concluded a loan agreement with the International Bank for Reconstruction and Development, for an amount in various currencies equivalent to $4.8 million to finance, to the extent of 80 per cent of the costs, the construction of a new port at Usumbura and of forty kilometres of the new Usumbura-Astrida-Kigali road. The agreement is guaranteed by Belgium and was approved by the General Council of Ruanda-Urundi on 25 October 1957.

90. At its twenty-first session, the Council, noting that increased initial costs, technical difficulties, and the budgetary difficulties arising from increasing recurrent costs had hindered the implementation of certain projects under the ten-year plan, expressed the hope that the Administering Authority would be able to continue to safeguard the outlines of the plan.

91. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for continuing to maintain the pace of the country's economic development and for pursuing the execution of the ten-year plan in spite of the deficient budgetary situation and the financial difficulties of the Territory.

It notes with interest that a new ten-year plan is being studied, and recommends that qualified representatives of the Territory's indigenous population be closely associated in the elaboration and execution of this plan.

In this connexion, while noting the existence of a committee for economic affairs within the General Council, it recommends that the Administering Authority consider the creation in the Territory of a standing specialized economic advisory body with adequate indigenous representation to assist the Administering Authority in these tasks. It recommends that the Administering Authority include in its future annual report all possible details on the preparation of the second ten-year plan and it expresses the hope that this new plan will stress the industrialization of the Territory.

EUROPEAN ECONOMIC COMMUNITY

92. At its twenty-first session, the Council recalled its recommendation on the subject adopted at the nineteenth session and requested the Administering Authority to inform it of the way in which the Territory would be associated with the European Economic Community and of any opinions which representative bodies might express on that question. A similar recommendation was contained in General Assembly resolution 1275 (XIII) of 5 December 1958.

93. The Administering Authority states that in January 1958 the Governor of Ruanda-Urundi was informed that, in accordance with the provisions of the Implementing Convention of the Treaty establishing the European Economic Community, Ruanda-Urundi would receive a grant from the Development Fund for the Overseas Countries and Territories. The sum to be allocated to the Territory over the five-year period 1958-1962 is to amount to a total of 500 million francs. Of the projects that it was proposed should be financed from the 1958 allocation, which is 50 million francs, the following were approved by the authorities of the Development Fund: development of the Mayaga-Bugesera area, improvement of road communications (branch road to Muramvya and communication by road with the Mosso), and introduction of tea-planting in the Biumba district.

94. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes the information submitted by the Administering Authority on the financing by the European Economic Community Development Fund of four Ruanda-Urundi projects representing the sum of 50 million francs for 1958, out of a total of 500 million francs which has been allocated to Ruanda-Urundi for the period 1958-1962.

The Council, recalling General Assembly resolution 1275 (XIII) of 5 December 1958, which requests

3/ Fifty Belgian or Congolese francs - $US1.00.

the Administering Authority to include in its annual report information concerning the effects of the Trust Territory's association with the European Economic Community on the economic development of this Territory and on its development towards independence or self-government, expresses the hope that the Administering Authority will continue to include as complete information as possible in this connexion in its forthcoming annual reports.

It notes the statement of the Administering Authority to the effect that Ruanda-Urundi is not a member of the community and has no obligation under the Treaty of Rome, but that through its association with this Community it benefits, on the one hand, from the financing of certain projects by the Development Fund and, on the other hand, from the effects which the lowering of customs tariffs of members of the Community may have on the export trade of the Trust Territory.

LAND AND AGRICULTURE

95. Out of a total area of 54,172 square kilometres, 35 per cent is arable land and 38 per cent is pasture land; 66 per cent of the total area of the Territory is occupied by the indigenous inhabitants and approximately 0.45 per cent by non-indigenous inhabitants.

96. Arable land is cultivated on an individual basis, while pasture land is usually held collectively. The area of land not under cultivation but capable of reclamation is estimated at 2,887 square kilometres, and would be able to absorb over 500,000 people. The principal problems in repopulating the area are irrigation, drainage, supply of drinking water and anti-erosion measures.

97. In some parts of the Territory where the density of the population is not too great, an agricultural rationalization plan has been instituted and had led to the establishment of alignment-distribution projects, indigenous agricultural settlements (alignment-distribution projects in which the social aspects are stressed) and the organization of rural activity zones (agricultural reorganization under varied forms specially adapted to local requirements). By 31 December 1956 the number of peasants who had been settled under these programmes amounted to 10,394, an increase of 2,536 compared with 1956.

98. Drainage and irrigation programmes and anti-erosion measures were continued in 1957 and 1958.

99. With regard to cash crops, the production of commercial Arabica coffee was 12,920 tons in 1956, 23,286 tons in 1957 and 18,396 tons in 1958. The decrease in 1958 was due to the cyclical phenomenon in the coffee harvests: high-production years alternating with lower-production years. Cotton production rose from 5,185 tons in 1956 to 6,039 tons in 1957 and 6,017 tons in 1958. A programme for the planting of 53.75 hectares with tea by the indigenous inhabitants was begun in the northern part of the Territory in 1958.

100. At its twenty-first session, the Council noted with satisfaction the measures taken by the Administering Authority, including the reclamation of marshlands, the establishment of indigenous agricultural settlements (paysannats) and pilot sectors, and rural engineering and conservation works. The Council noted with interest the measures taken to encourage the diversification of cash-crops and the growth of the coffee industry, and expressed the hope that the studies undertaken by the Administering Authority would permit the early establishment of a more comprehensive system of agricultural credits for small farmers.

101. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council recalls the conclusions and recommendations adopted at its twenty-first session and considers that the measures which the Administering Authority has continued to take with respect to erosion control, drainage, the recovery and cultivation of marshlands, the improvement of agricultural techniques, the introduction of new crops and the extension of indigenous agricultural settlements (paysannats) *and pilot sectors constitute favourable contributions to the development of the economy of the Territory.*

The Council recommends that the Administering Authority continue to contribute by every means to the development of indigenous agriculture, the improvement of methods of cultivation, the introduction of new crops and the introduction of mechanized agriculture wherever possible.

The Council commends to the attention of the Administering Authority the observations of the Food and Agriculture Organisation of the United Nations (T/1438), in particular its comments on experience acquired elsewhere which might be helpful to Ruanda-Urundi in the establishment of local processing industries interlocked with the farming pattern.

The Council is confident that the Administering Authority will continue to exercise caution in the alienation of land.

STOCK-BREEDING AND FISHERIES

102. The number of cattle in the Territory is considerable; at the end of 1957 there were 950,000 head of cattle owned by indigenous inhabitants. In addition there were 1,700,000 goats, 530,000 sheep and 53,500 pigs in the Territory.

103. At its twenty-first session, the Council, noting that difficulties had been encountered in putting into operation the field programmes designed to reduce the burden of the excessive number of live-stock in the Territory, recommended that the Administering Authority continue its efforts to convince the indigenous inhabitants of the wisdom of reducing cattle herds either through exports or through local consumption. The Council expected that the Administering Authority would also continue its effort to improve the quality of live-stock.

104. Live-stock censuses in the last eight years show that the cattle population remained more or less stationary up to 1956 and that there was some increase in 1957, while there is a continuous increase in the number of small live-stock. The indigenous inhabitants consider live-stock to be a sign of wealth and social prestige. In most cases, the graziers are not the owners of the cattle but have acquired a kind of long-term right of use in return for certain obligations of a semi-feudal nature towards their "lord". This customary system of cattle contracts is known as ubuhake in Ruanda and ubugabire in Urundi. In 1954, the Mwami of Ruanda abolished the ubuhake. A similar decree for the abolition of the ubugabire was passed by the Mwami of Urundi in 1955.

105. In January 1958, a Stock-breeding Department, separate from the Veterinary Department and responsible for questions relating to the feeding and improvement of live-stock and the improvement of animal husbandry, was established in the Directorate of Agriculture. The separation of these two Departments will make possible more far-reaching measures to improve live-stock, both from the medical and from the nutritional and animal husbandry standpoint. Thus the Veterinary Department has been able to improve its organization as regards the practice of veterinary science in rural areas; it is proposed that ninety-two primary veterinary centres and 250 secondary centres should be established, and about half this number are already fully or partly equipped. The Stock-breeding Department has already taken various measures to introduce ideas on intensive and rational live-stock rearing in the grazing circles of Ruanda-Urundi.

106. The Lake Tanganyika fisheries were further developed in 1957, and in 1958 record catches were reported as a result of intensive information work among fishermen and the provision of improved equipment. The Administration hopes to be able to replace the traditional individual method of fishing by small-scale organized fishing that would enable the indigenous fishermen to meet the challenge of competition from commercial fishing and the importation of sea-fish or fish from neighbouring areas. A new system of semi-commercial fishing has been initiated for the purpose, and a training centre for fishermen is planned.

107. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council notes with approval that the Administering Authority has pursued its efforts to improve by various means the quality of cattle and to improve pasture lands. It notes also the measures taken to reduce over-stocking, the decision to construct at Usumbura a refrigeration plant, and recommends that the Administering Authority continue to study the possibility of establishing a meat-packing industry.

INDUSTRIES

108. Industry is still little developed in the Territory. The Governor of Ruanda-Urundi has said that the Territory should proceed resolutely along the path of industrialization. That, in his opinion, offers the only chance of transforming an extremely high rate of population increase, which constitutes a threat to the Territory's agricultural future, into a major asset and a source of wealth within an industrialized economy.

109. The Territory has no source of fuel, which has to be imported: coal from the Belgian Congo and motor fuels from abroad. In 1957 power and light were supplied from nine power stations, four hydroelectric and five thermal. Since 1 November 1958, the power for Usumbura has been supplied by the new power station at Bukadu on the Ruzizi. The power station at Taruka (north of Ruanda) will begin operating in 1959.

110. At its twenty-first session, the Council welcomed the measures taken by the Administering Authority to develop hydroelectric power, transport, harbour facilities and small industries, and expressed the hope that those efforts would ensure the full participation of the indigenous inhabitants and would lead to the establishment of new industries.

111. The 1957 Visiting Mission reported that the state of the mining industry was not very encouraging, and expressed the view that as complete a survey as possible of such resources should be carried out in the interest of all the inhabitants of the Territory. The Mission also considered that the geological services of Ruanda-Urundi should be increased and the continuity of the personnel guaranteed, and suggested that the possibility should be considered of establishing an organization similar to the "Bureau of Mines" in French Overseas Territories.

112. At its twenty-first session, the Council commended to the Administering Authority the suggestions of the Visiting Mission relating to the geological services, and invited it to study that matter and to transmit its views thereon to the Council.

113. In 1957, mining output in Ruanda-Urundi fell off as a result of the world crisis in commodity trade. The number of mines worked dropped from eighty-nine at the close of 1956 to sixty-two at the close of 1957; production of ores in high demand (gold, tantalite, columbite and wolframite) fell by 8.4 per cent compared with 1956, and the number of indigenous workers in the mines decreased from 16,103 in 1956 to 13,021 in 1957. The Administering Authority considers that the immediate outlook for the mining industry is dark; possible means of improving the general situation are under study, including research and the survey of deposits of new minerals. In addition, it is hoped that the forthcoming provision of hydroelectric power, by lightening the financial burden on industrial enterprises, will improve prospects for the Territory's mining industry.

114. A few new industries have been established at Usumbura, including a factory producing nylon fishing nets, an oxygen manufacturing plant, and a coffee processing plant. The new factory of the Ruzizi cotton company is in the process of construction. Several establishments have improved their plant and increased their capacity.

115. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes the creation of certain new industries such as factories for the manufacture of nylon fishing nets, an oxygen plant and a coffee plant; it notes also that hydroelectric energy is now being produced by the Ruzizi and Taruka plants. Noting, however, that the industrialization of the Territory is still in its infancy, the Council draws the attention of the Administering Authority to the necessity of accelerating the industrial development of Ruanda-Urundi and, in particular, of establishing secondary industries based on the products of the Territory. The Council recommends that the Administering Authority intensify its efforts to encourage greater participation by the indigenous inhabitants in industrial enterprises.

With respect to the mining industry and in particular the tin-ore mines, the Council notes with regret the marked decline during 1957 and 1958, which, as indicated by the Administering Authority, is due to the recession on the world market. It recommends that the Administering Authority conclude as quickly as possible the general and systematic inventory of the country's mining resources and expresses the hope that the mining industry of Ruanda-Urundi will rapidly recover and, with the assistance of the Administering Authority, will considerably expand.

COMMERCE AND TRADE: CO-OPERATIVES

116. Almost the whole of the import and export trade and the wholesale trade remains in the hands of European or Asian firms. At its twenty-first session, the Council, considering that there had not been a significant increase in the participation of indigenous persons in the Territory's import-export trade and wholesale trade during the period under review, expressed the hope that the Administering Authority would endeavour to remedy that situation by studying the possibility of providing greater credit facilities for Africans.

117. There is growing indigenous participation in retail trade as a result of the increase in the number of trading centres (centres de négoce) in which only indigenous inhabitants are allowed to carry on business. There were 103 such centres at the close of 1957 and 106 at the close of 1958, in addition to fifty-four commercial centres open to traders of all races. The Administration has noted that many indigenous traders have established themselves not in commercial or trading centres but in the hills, in the very midst of a tribal area, and although this constitutes a form of economic and social progress, in that the consumer is saved a long journey for trivial purchases, the proliferation of such installations raises serious problems.

118. At its twenty-fourth session, the Council was informed by the Administering Authority that a special credit fund for the indigenous inhabitants had begun operations in 1958. Its purpose was to finance activities by individual Africans.

119. With regard to co-operatives, the Decree of 24 March 1956 provides for the establishment not only of indigenous co-operatives but also of groups of indigenous co-operatives. The Decree extends the maximum life of these societies to thirty years and considerably reduces administrative control of the co-operatives.

120. At its twenty-first session, the Trusteeship Council expressed the hope that the Administering Authority would give encouragement to the formation of further indigenous co-operatives for the processing and marketing of export crops.

121. In its report for 1957, the Administering Authority stated that there were five consumers' co-operatives, two agricultural co-operatives and five coffee-planters' co-operatives. In 1958, approval was granted to a consumers' co-operative at Usumbura, with three branches in the interior of Urundi, and two new agricultural co-operatives; two more consumers' co-operatives are in the process of being formed or approved.

122. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council records with satisfaction the fact that the indigenous population is taking a more and more active part in retail trade, and that during the last two years there has been progress in the co-operative movement.

On the other hand, the wholesale trade and import-export trade of the Territory continue to remain almost exclusively in the hands of the non-indigenous population. The Council considers that it is necessary to ensure active association and effective participation of the indigenous population in all spheres of the economic life of the Territory. It hopes that the Administering Authority will take all possible measures to promote that objective. Recalling the measures suggested by it at its twenty-first session in this connexion, the Council notes with interest the creation of a special credit fund for the indigenous population.

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

GENERAL ECONOMY; PUBLIC FINANCES; STEPS TAKEN TO OBTAIN ADEQUATE PUBLIC REVENUE

123. The representative of New Zealand was of the opinion that, as long as the Administering Authority was prepared to help with advances to the ordinary budget, the expenditure, though in excess of revenue, was beneficial for the Territory as an investment in human welfare.

124. The representative of Burma felt that the lack of capital, skill and organization on the part of the indigenous inhabitants was an added incentive to the non-indigenous inhabitants to enter the open and free field in the private sector of the country's economy.

125. The representative of Haiti suggested to the Administering Authority that the Trust Territory take the initiative in calling a conference of the countries and territories in the Congo Basin and in Central Africa to tackle joint development problems and the sort of economic co-operation they might establish among themselves.

126. The representative of China hoped that the study on the operation of the customs union between the Belgian Congo and the Territory would soon be completed and that, as a result of this study, measures could be taken to place the public finance of the Territory on a sound basis. He welcomed the studies being undertaken aimed at replacing the head tax by a more diversified tax and also the steps being taken with a view to promoting indigenous trade at the sub-chiefdom level and multiplying economic ties between Ruanda and Urundi.

127. The representative of the United States of America said that he would make no suggestions in regard to economic development until after the report of the Working Group on the Territory's political advancement had been published. He believed that the Administering Authority, in consultation with the African leaders, was doing everything possible to build the foundation of an ultimately self-sustaining economy for the Territory.

128. The representative of the United Arab Republic considered that the useful and beneficial measures taken by the Administering Authority to favour the indigenous population were limited to secondary economic fields. In actual practice, the principle of freedom of action favoured the European population in a territory where most economic activities, such as wholesale export and import trade, industries and mining were in the hands of Europeans or European concerns. Noting that it had been stated that there was no legal obligation on the part of the Territory to reimburse the loans made by the Belgian Government, he wondered, however, whether one day or another

Ruanda-Urundi would not have to pay the bill submitted by the Administering Authority. He stated that the head tax should be replaced by a more differentiated tax, more appropriate to the status of the taxpayers of the Territory.

129. The representative of the Union of Soviet Socialist Republics characterized the economic policy of the Administering Authority by a tendency to utilize the natural resources of the Territory in the interests of the metropolitan country instead of developing the economy of the Territory in all its aspects. The principal part of the fairly modest sums that were allotted under the ten-year plan were not designed to develop the industrial or agricultural economy of the indigenous population but was spent mostly to build roads and administration buildings. The regular budgets of the Territory did not provide any allocations for the industrialization of the country. He stated that the financial situation of Ruanda-Urundi was exceptionally unfavourable. Ruanda-Urundi was overburdened by debts and obligations towards the metropolitan country. The Belgian Government was foisting upon the Trust Territory expenditures which it should have handled itself as the Administering Authority.

EUROPEAN ECONOMIC COMMUNITY

130. The representative of India regretfully noted that the opinion of the advisory organs of the Territory had not been consulted before associating the Territory with the European Economic Community. He suggested that the questions involved in this association such as the direction of the Territory's trade, and the exploitation of its resources ought to be carefully investigated and the Council informed of all the possible consequences of this association.

131. The representative of the USSR was of the opinion that the common market arrangements were merely designed to tie in the dependent countries with the metropolitan countries through economic or golden chains, thus hampering and slowing down further the progress of their national emancipation. There was a violation of the Trusteeship Agreement, and this step was taken by the Belgian Government behind the back of the United Nations without any form of consultation with the population of Ruanda-Urundi.

132. The representative of the Administering Authority stated: (1) that there was no fiscal union between the Trust Territory and any other State or group of States, whatever they may be; (2) that the Territory was not a member of the European Economic Community and was not subject to any of the obligations contained in the Treaty, that the only effects of this Treaty were that the products which the Territory exports would benefit from a lowering of the import tariffs in the metropolitan markets of the member States and that the Territory had the possibility of using a fund supplied by members contributions for financing economic and social investments; (3) that the commercial currents for imports could not be affected by the provisions of the Treaty of Rome because the Territory was subject to an open-door customs regime; (4) that exports would continue to be directed freely towards the consuming markets offering the most advantageous prices; and (5) that the local authorities and the representative organs of the population of the Territory were and would continue to be consulted in respect of everything relating to the implementation within the Territory of mechanisms instituted by the Treaty.

LAND AND AGRICULTURE

133. The representative of India expressed the hope that the Administering Authority would invite the cooperation and assistance of FAO in finding solutions to the many urgent and complex problems relating to land tenure and land use.

134. The representative of the United Arab Republic considered that it would be necessary to reform the land tenure system and to extend the land registry for all land, whether African or non-African.

135. The representative of the USSR noted that the production of food crops was not designed as a source of revenue for the indigenous producers. In this subsistence economy there was virtually no mechanization of agriculture, and primitive methods of cultivation and primitive implements continued to be used. Large European plantations had been established at the expense of native lands. The Administering Authority should put an end to such policies of alienation and return to the inhabitants their alienated lands.

INDUSTRIES

136. The representative of India reiterated the recommendation of the 1957 Visiting Mission that the establishment of a bureau of mining in the Territory's Administration should now be given serious consideration. He also regretted that no mining permits had so far been granted to the indigenous inhabitants and feared that the persistence of this situation may result in the perpetuation of foreign monopolies in the Territory's resources.

137. The representative of the USSR noted that there was virtually no industry in the Territory. The exploitation of mineral resources, the processing of coffee and cotton and local industries were in the hands of Europeans, especially Belgian companies.

138. The special representative of the Administering Authority explained that the closing of some tin mines was due to the fact that their operation was no longer satisfactory and profitable and could not be continued except with the help of subsidies. The reason for this was the unfavourable price for tin and other minerals. This situation did not apply to Ruanda-Urundi alone, and gave rise to an intervention of the Economic and Social Council of the United Nations and its Interim Co-ordinating Committee for International Commodity Arrangements. The machinery of the international tin agreement, which came into effect on 1 July 1956, was described in document E/3118, dated 28 May 1958, of the Economic and Social Council.

COMMERCE AND TRADE: CO-OPERATIVES

139. The representative of India expressed the view that banking and credit facilities should be developed in the Territory to enable the indigenous inhabitants to take an ever-increasing share in the development and expansion of industries as well as trade.

140. The representative of Haiti considered the policy of freedom of action in the economic field very sound, but one which in practice was not correctly interpreted. Import and export trade were in the hands of the non-indigenous inhabitants, and in the field of retail trade the indigenous inhabitants were meeting

fierce competition from the non-indigenous population. The Administering Authority should decide to confine the retail trade for some time to the indigenous population.

141. The special representative of the Administering Authority stated that there was no discrimination whatsoever practised against Africans. On the contrary, very clearly defined measures protected their activities in the fields where it was useful and favourable to do so. Generally speaking, however, the Administration did not feel that it had to bring about through a system of artificial protection an outburst of commercial monopolies reserved to Africans. It was by assimilating the practices of free trade that the Africans would acquire experience and the savoir faire which would enable them to succeed to more and more important positions in the economic organization of their country.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

142. Social services in the Territory are organized by public agencies and non-governmental organizations. The principal public agencies are the medical services and the Service of Indigenous Affairs and Labour. The non-governmental organizations engaged in social work include, besides Catholic and Protestant missions and the Red Cross, the Fonds colonial des invalidités, which deals with industrial accidents, the Bureau for African Housing (Office des cités africaines), the King's Fund (Fonds du Roi), which contributes to the construction of housing for certain Africans, and the Indigenous Welfare Fund (Fonds du bien-être indigène). This last agency, which derived its initial resources from the reimbursement by Belgium of the war expenditure of the Belgian Congo, provided 60 million francs in 1957 (as against 85 million francs in 1956) for its work in Ruanda-Urundi. Its 1957 programme, like that of earlier years, was devoted primarily to improving water supplies in tribal areas. The Administration has made provision for an expenditure of 60 million francs in 1958. The programmes of the Fund form part of the ten-year plan.

143. In the centres of Usumbura, Astrida and Nyundo, the Administration has established, in co-operation with private social welfare organizations, social centres for teaching domestic science to indigenous women. A social and educational centre established in 1956 at Usumbura seeks, inter alia, to interest the indigenous youth in sports and handicrafts.

HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

144. The Administering Authority points out in its report that restrictions on freedom of movement by night have been considerably relaxed; the curfew had been lifted throughout the Territory, except in the extra-tribal centres at Usumbura where it has been maintained at the request of the councils of the centre. These measures will be completely discontinued when the Territory possesses a sufficiently equipped police force and the installation of night lighting in the centres has been completed.

145. As regards freedom of movement generally, the rules governing transfers were made considerably more flexible in 1957. All that is required for travel to another chiefdom is the chief's visa on the identity certificate, which enables the authorities to keep the census documents up to date. The obligation to obtain a transfer passport now applies only to indigenous inhabitants intending to spend more than thirty days in an extra-tribal area, an indigenous township or an urban circonscription. These measures are necessary in order to prevent rural inhabitants from leaving rural areas without justification, for example, in order to avoid compulsory agricultural work. At its twenty-first session, the Council reiterated its recommendation of the nineteenth session, in which it expressed the hope that all restrictions would be completely removed as soon as possible.

146. The Council noted with satisfaction the statement of the 1957 Visiting Mission that the policy of the Administration and the attitude of the great majority of the non-Africans of Ruanda-Urundi were resolutely opposed to any form of racial discrimination. It shared the view of the Visiting Mission that there could be no doubt that the Administering Authority was fully aware of the danger which a racial discrimination complex might represent for the Territory, and that it would prevent such a situation by systematically eliminating all vestiges of real or apparent racial discrimination and developing to the utmost harmonious relations between the races of the Trust Territory on the basis of confidence, comprehension and collaboration.

147. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that the policy of the Administration and the attitude of the great majority of the non-Africans of Ruanda-Urundi are resolutely opposed to any form of racial discrimination, and that the Administering Authority will systematically eliminate all vestiges of real or apparent racial discrimination in the Territory.

Recalling its conclusions and recommendations of the twenty-first session, the Council reiterates the hope that the remaining restrictions on the freedom of movement, such as the curfew at Usumbura, will be removed shortly.

Recalling further that the Universal Declaration of Human Rights has been made applicable in the Trust Territory, the Council expresses the hope that the Administering Authority will adopt such practical measures as may be necessary to enable all the inhabitants of the Territory to enjoy a full measure of the rights and freedoms set forth in the said Declaration.

The Council expresses its confidence that the population will deem that the time has come for women to be granted rights equal to those of men, in order to elevate the status of women in the Territory.

LABOUR

148. The average number of indigenous wage earners employed in the Territory in 1957 was estimated at 111,485, as against 121,031 in 1956.

149. The movement of indigenous workers towards the Belgian Congo, Uganda and Tanganyika continued in 1957: 669 workers were recruited for work in the

Belgian Congo and 2,661 for work in the British territories, while 1,370 other workers migrated spontaneously to the Congo and 32,510 to the British territories. In 1958, the figures were 53 and 2,296 for recruited workers and 2,020 and 30,660 for spontaneous migrants.

150. The annual inter-territorial conferences, which are attended by officers of the labour and medical services of Ruanda-Urundi, Uganda, Tanganyika and sometimes Kenya, consider all problems relating to migrant labour moving to British East African territories. The last conference, held at Usumbura in November 1957, decided to introduce a model labour contract, which is binding on all persons recruiting labour and guarantees respect by the employer of the place of destination of all the principal clauses of the labour legislation.

151. The labour legislation distinguishes between a labour contract, which applies to indigenous workers, and a contract of employment, which applies to non-indigenous workers. In the case of the labour contract, the parties are in principle free to determine their rights and obligations except in regard to certain matters in which their freedom is restricted by law, such as the engagement of juveniles, the physical fitness of employees, the duration of the contract (which may not exceed three years) and certain obligations with which the employer must comply. Since 1 July 1957, the working day is fixed by law at eight hours, which makes the work week forty-eight hours. Sunday and holiday work is also subject to regulations.

152. The legal minimum wage rate, which is fixed by the Governor, is reviewed annually by the Commissions for Labour and Indigenous Social Progress. A family allowance scheme for the indigenous population has been approved for Ruanda-Urundi, but its entry into force has thus far been suspended. All employers are obliged to participate in an insurance scheme against industrial accidents and occupational diseases.

153. A sickness and disability allowance scheme for workers was introduced in February 1957. A pension scheme also entered into force at the beginning of 1957.

154. Since 1 January 1958, the Inspectorate of Labour has been converted into a Labour Service, which deals with all general questions pertaining to labour. This Service consists of four inspectors, three of whom are itinerant and regularly visit all undertakings.

155. Every establishment employing 100 or more workers is required to have an indigenous works council, the purpose of which is to ensure permanent contact and harmonize relations between employers and workers. In centres or areas in which the size of the labour force justifies such action, the Governor may establish local workers' committees. So far there is only one local committee, at Usumbura. Finally, there are three Commissions for Labour and Indigenous Social Progress in the Territory; they are responsible for safeguarding the interests of the workers and may make recommendations to the authorities.

156. Five trade union organizations are currently represented in the Territory: the Syndicat indépendant du personnel d'Afrique (European civil servants), the Syndicat professionel du personnel auxiliaire de l'Administration du Territoire du Ruanda-Urundi (indigenous staff), the Centrale générale des syndicats libéraux de Belgique, the Confédération des syndicats chrétiens and the Fédération générale du travail de Belgique. Two decrees and a Royal Order of 25 January 1957 govern the exercise of the right of association by officers and auxiliary officers of the Administration and by the inhabitants of the Belgian Congo and Ruanda-Urundi.

157. Under an Order of 20 September 1957, the parties to a labour dispute may not resort to a strike or lock-out, except in the event of final failure of the conciliation and arbitration procedure or in the event of non-compliance by one of the parties with the agreement reached or with the arbitral award.

158. Compulsory labour is employed chiefly on cultivation, soil conservation, reafforestation and other similar work outside the extra-tribal centres. This work is unpaid but is wholly for the benefit of the population and is so arranged that no one is obliged to give more than sixty days' work a year.

159. At its twenty-first session, the Council recalled its recommendation of the nineteenth session expressing the hope that the Administering Authority would find means of abolishing compulsory labour service.

160. In its report for 1957, the Administering Authority states that, as regards compulsory agricultural work, the Order of 10 July 1957 transferred the relevant powers to the indigenous authorities, and entrusted the food-growing campaigns, on a trial basis, to the tribal authorities in sixteen chiefdoms in Ruanda and one chiefdom in Urundi. In 1958, believing that the indigenous farmers had acquired the necessary maturity and experience, the Government abolished the compulsory cultivation of certain crops in Ruanda.

161. At its twenty-fourth session, the Council adopted the following conclusion and recommendations:

The Council welcomes the abolition of compulsory agricultural labour in Ruanda and expresses the hope that a similar measure will soon be taken in Urundi. It also expresses the hope that the indigenous population will remain aware of the fact that free production of food crops is no less indispensable, and that the propaganda efforts begun by the Administering Authority to this effect will be crowned with success.

The Council recommends that the Administering Authority continue to encourage the development and operation of the trade union movement in Ruanda-Urundi.

HOUSING

162. The Bureau for African Housing, established in 1952, built eight new houses in 1957, bringing the number of houses built by this body in the indigenous urban centre of Usumbura to 2,449. The Building Fund (Fonds d'avance), which grants loans to indigenous inhabitants for the construction, purchase or alteration of houses of durable or semi-durable materials, granted loans amounting to 11,302,128 francs in 1957 and 4,904,300 francs in 1958.

163. The King's Fund, set up in 1955, makes gifts to deserving indigenous inhabitants whose incomes are still too low for the purchase of a house. Its regulations were amended in 1958 so as to make it better suited

to the special conditions of Ruanda-Urundi. In four months, the Fund made gifts totalling 3,215,020 francs. A general trend towards improved housing has developed throughout Ruanda-Urundi.

MEDICAL AND HEALTH SERVICES

164. The total expenditure on medical services represented 15.39 per cent of the total expenditure of Ruanda-Urundi (16.02 per cent in 1956).

165. In 1957, there were thirty-five hospitals in the Territory (Government, mission and company), with a total of 3,444 beds, eighty-one dispensaries, with 1,000 beds, and sixty-four out-patient clinics. There were also sixty baby clinics, forty-five pre-natal clinics, twenty-one maternity hospitals, two sanatoria and one leper hospital. Ten dispensaries were opened in 1957. Sixteen other dispensaries were opened in 1958 and three new hospitals are due to open in 1959.

166. In 1957, the European staffs of the Administration medical and health services totalled ninety-two (ninety in 1956), including thirty-nine doctors and fifteen nurses. The non-indigenous personnel of mission, company and private centres totalled 118 (111 in 1956), including thirty-one doctors. The indigenous staff totalled 833 (776 in 1956), including eighty-three medical assistants, twenty-six medical assistants in training, eighty-six registered male nurses, seventy-eight approved male nurses, sixty-two male nurses in training, five nurse-midwives, 360 assistant male nurses and 113 assistant midwives. In 1958, the number of doctors in government service rose from thirty-nine to fifty-five and the total number of doctors in the Territory from seventy to eighty-nine. The indigenous staff rose from 833 to 914.

167. The campaign against malaria continued in 1957 and 1958 with spectacular results; an anti-tuberculosis BCG vaccination campaign was also initiated and 192,560 persons were vaccinated in 1957 and 374,180 in 1958.

168. At its twenty-first session, the Council noted with satisfaction the activities of the Administering Authority as regards both curative medicine and preventive and social medicine. It urged the Administering Authority to continue to improve the training of medical personnel either by establishing additional training facilities in the Territory or by sending qualified candidates abroad.

169. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the progress recorded in the field of public health, notably in the fight against tuberculosis, malaria and yaws, the construction of new hospitals and dispensaries, the increase in medical personnel and the improvement in the supply of drinking water. It recommends that the Administering Authority continue to increase the number and the proportion of indigenous medical personnel and to improve their training. It expresses the view that special attention should be given to the training of indigenous medical doctors.

The Council draws the attention of the Administering Authority to the observations and recommendations of the World Health Organization on the medical and health services in the Territory (T/1461), and in particular to the suggestion to introduce, in a pilot area, programmes of health promotion into the curative services. It also draws the attention to the offer made by the World Health Organization to assist the Administering Authority, if so requested, in the planning and organization of such a pilot demonstration and training area.

PENAL SYSTEM

170. At its twenty-first session, the Council, noting that corporal punishment had been abolished in six prisons on an experimental basis and that in general the experiment had been successful, expressed the hope that the Administering Authority would take all necessary steps for the complete abolition of corporal punishment.

171. The annual report for 1957 points out that the Administering Authority continued its local experiments of abolishing the penalty of whipping. The experiment was introduced in eight prisons in all; in five of those prisons the results were quite encouraging, but in the three others the experiment had to be discontinued on the ground that adequate discipline could not be maintained. The Administering Authority believes that, although the complete abolition of whipping seems impracticable until the severity of solitary confinement has been increased through the introduction of dietary restrictions, immediate consideration can be given to its gradual abolition.

172. At its twenty-fourth session, the Council adopted the following conclusion:

The Council expresses its confidence that corporal punishment in prisons will be abolished in the near future, when the reorganization of the penitentiary system, contemplated by the Administering Authority, takes place.

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

HUMAN RIGHTS AND FUNDAMENTAL FREEDOMS

173. The representatives of India and the United Arab Republic noted that certain measures restricting freedom—such as the curfew and restrictions on movement—were still in force. He noted with concern that the people of Ruanda-Urundi do not enjoy many of the fundamental freedoms envisaged in the Universal Declaration of Human Rights.

174. The representative of Australia commended the Administering Authority for initiating and actively promoting measures of reform in the social field. Belgium, he said, had already induced a new climate of opinion which, given time, could not but lead to the voluntary removal by the peoples themselves of certain resistances, such as in the field of the status of women and the more effective recognition of certain human rights.

175. The representative of the Union of Soviet Socialist Republics was of the opinion that the principle of racial discrimination was underlying the political administrative and judicial organization of the Territory. It was particularly obvious in the field of wages, labour legislation, social security and education. The right of association was fictitious. The Administration enjoyed all rights to carry out arrests, allegedly in

order to preserve public order. Under existing legislation, the indigenous inhabitants were deprived of the right of free movement. Corporal punishment was still inflicted upon the indigenous inhabitants. The Administering Authority should take immediate steps to do away with all legislative, administrative and other provisions allowing them to practice racial segregation and discrimination against the indigenous inhabitants.

176. The special representative of the Administering Authority observed that the indigenous inhabitants of Ruanda-Urundi were free to move about throughout all of Ruanda-Urundi and beyond Ruanda-Urundi after having carried out the necessary frontier formalities. They were free to go to extra-tribal centres, but a stay of over thirty days was subject to obtaining employment or to special authorization in the form of a passeport de mutation. Any transfer of residence of a certain duration gave rise to administrative certificates for all inhabitants of Ruanda-Urundi. Formalities to which non-indigenous inhabitants must comply were the most important. He pointed out that the restrictions for stay in extra-tribal centres, and the curfew in Usumbura, were measures which existed as a result of a specific request of the indigenous councils.

LABOUR

177. The representative of Haiti approved of those measures taken by the Administering Authority for workers migrating to neighbouring territories on either a temporary or a permanent basis. He also commended the Administering Authority for calling inter-territorial conferences to discuss labour conditions of migratory workers. He was convinced that the Administering Authority would continue to study the matter of introducing family allowances in the private sector.

178. The representatives of Burma, China, the United Arab Republic and Australia noted with satisfaction the abolition in 1958 of compulsory agricultural labour in Ruanda. They hoped that similar action would be taken before long in Urundi.

179. The representative of the USSR observed that a large part of the population of the Trust Territory could not find employment in Ruanda-Urundi and must therefore seek work outside the boundaries of their country.

MEDICAL AND HEALTH SERVICES

180. The representative of the USSR was of the opinion that the situation in the field of public health was far from satisfactory. Morbidity remained high. There were only seventy physicians and four dentists. There was not a single African doctor, and the existing number of hospitals together with the available medical personnel did not answer the needs of the Territory.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

181. The educational system of the Territory is organized, subsidized and inspected by the Government. Apart from a few state schools, schools for the indigenous inhabitants are private and run almost entirely by religious missions. In the past, the Council has recommended a larger direct participation by the Administration in education and the further development of secular schools. In 1955, a beginning was made with the organization, at the primary, teacher-training and pre-university level, of state secular education for indigenous inhabitants.

182. The Administering Authority points out that in 1957, for the first time, African secular teachers were placed in charge of a number of central schools, some of them very large, and that the first indigenous assistant inspector was appointed.

183. An advisory Education Commission has been functioning since 1957 within the General Council of Ruanda-Urundi.

184. The estimated expenditure on education in the 1957 budget rose to 36 million francs for general expenditure, 11 million francs for state, and 132 million francs for private schools (the corresponding figures for 1956 were 30,3.7 and 104 million francs respectively). To these figures must be added the sums appropriated for building which were charged to the extraordinary budget, namely, 32.6 million francs for state schools and 28.7 million francs for private schools.

185. So far as discrimination in schools is concerned there are, at the primary level, schools with an African syllabus, a school for Asians at Usumbura and schools run on Belgian lines. The Administering Authority explains that these distinctions are prompted not by racial discrimination but by practical requirements arising from the location of the establishments and from profound differences in customs, education and, particularly, language, which make a single common system of education impossible.

186. The provisions governing the admission of non-European children to schools run on European lines, whether state or private, have been made progressively more flexible. As to education at the secondary level, all the schools with a Belgian syllabus are inter-racial.

187. In 1957, the enrolment figures for African children receiving primary and secondary education were as follows:

	State schools	Subsidized private schools	Total
PRIMARY EDUCATION			
Schools with European syllabus:			
Boys	35	4	39
Girls	1	7	8
Schools with local syllabus:			
Boys	2,781	168,735	171,516
Girls	224	68,245	68,469
	3,041	236,991	240,032
POST-PRIMARY EDUCATION			
General secondary education:			
Schools with European syllabus:			
Boys	81	231	312
Girls	-	6	6

	State schools	Subsidized private schools	Total
Schools with local syllabus:			
Boys	260	-	260
Girls	-	185	185
	341	422	763
Teacher training			
Boys	119	1,423	1,542
Girls	4	516	520
	123	1,939	2,062
Special schools (technical, agricultural, medical and domestic science)			
Boys	620	658	1,278
Girls	-	686	686
	620	1,344	1,964
Total, post-primary education	1,084	3,705	4,789
GRAND TOTAL	4,124	240,696	244,821

188. The 1957 Visiting Mission noted that, according to UNESCO's estimates, nearly 400,000 children out of a total of 600,000 between seven and twelve years of age are not attending school and that there is a considerable wastage during the six years of primary school.

189. The Mission also observed that the facilities for secondary education were still far from adequate and that less than 1 per cent of the population between thirteen and nineteen years of age was attending post-primary schools. It was, however, glad to note the considerable progress which had been made in this respect during the last few years.

190. At its twenty-first session, the Trusteeship Council, while noting with satisfaction the increasing level of expenditure on education in the Territory, noted, however, the view of the Visiting Mission that the extension of primary education still presented an enormous task, particularly in respect of the education of girls, and that facilities for secondary education were still far from adequate although considerable progress had been made during recent years.

191. The Council also endorsed the recommendations of the 1957 Visiting Mission regarding the establishment of a special fund to finance certain aspects of the educational programme, the training of teachers and the broader direct participation by the Administration in education and in the development of state schools. It further recommended that the Administering Authority study the possibility of using the broadcasting services as an educational medium.

192. As far as higher education is concerned, in 1957 fifty-six indigenous students from Ruanda-Urundi (as against thirty-three in 1956) were receiving higher education abroad; thirty-six of these were studying in the Belgian Congo, fourteen in Belgium, five at Rome, and one in India. In 1958, the number of students receiving a higher education rose to 116, of whom eighty-four were in the Belgian Congo or in Ruanda-Urundi. The Government granted seventy travelling fellowships and sixty-five scholarships for higher education in Ruanda-Urundi or the Belgian Congo to students from Ruanda-Urundi whose applications for financial assistance were considered justified. The missionary organizations, for their part, are subsidizing the studies of eighteen indigenous students from Ruanda-Urundi abroad. Finally, the two High Councils of the States awarded fifty-nine different fellowships for advanced study, both locally and in Europe.

193. The first institution of university standing in Ruanda-Urundi, the Agronomic and Animal Husbandry School affiliated to the state university at Elisabethville, opened in October 1958 at Astrida. It now has an enrolment of four students.

194. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that the percentage of budgetary allocations devoted to education has continued to rise. Being aware, however, of the considerable amount of work which remains to be done and of the budgetary conditions which constitute obstacles to this goal, the Council recommends that the Administering Authority study the possibility of reconsidering the system of financing education, and especially that it re-examine the suggestion made by the 1957 Visiting Mission to create a special educational fund.

The Council notes with interest the increase of the number of classes and of enrolment, in particular with respect to girls, and expresses the hope that the Administering Authority will intensify its efforts to attract into the schools a maximum number of children and to reduce the falling-off in enrolment among students before the completion of their studies, without lowering, however, the educational standards.

The Council recommends that the Administering Authority strengthen the school inspection system. While recognizing the value of the work accomplished by private organizations in the spread of education, the Council considers that the Administering Authority should play a more direct and expanding role in the development of educational facilities in the Territory. In addition, the Council recommends to the Administering Authority to increase the participation of the indigenous population in the formulation and implementation of educational policy.

The Council recommends that the Administering Authority promote progressively and as rapidly as practicable the unification of the European and African curricula, and the conditions of admission to schools.

The Council commends the Administering Authority for having opened at Astrida the Agronomic and Animal Husbandry School associated with the official university of Elisabethville.

Bearing in mind the increasing needs of the Territory for qualified indigenous personnel, the Council recommends that the Administering Authority should adopt measures to expand secondary education and to establish in the Territory more institutions of higher education, while increasing the number of scholarships for study abroad.

The Council also recommends that the Administering Authority should take the necessary steps to increase the facilities for vocational and technical education in the Territory.

The Council commends to the attention of the Administering Authority the observations and recommendations made by the United Nations Educational, Scientific and Cultural Organization on the educational conditions in the Territory (T/1442).

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

GENERAL

195. The representative of the United Kingdom of Great Britain and Northern Ireland thought that the Council should warmly congratulate the Administering Authority on its policy of racial integration in schools. He found the progress made in secondary, professional and technical education encouraging, and expressed the hope that the expansion of these services would be steadily kept up. He expressed the hope that the Agronomy and Animal Husbandry School of Astrida would grow rapidly and that vigorous efforts would be made to increase the number and the proportion of certificated teachers.

196. The representative of India was of the opinion that secondary and vocational education in the Territory had been given inadequate attention in the past, and that it was necessary to adopt special measures for the promotion of secondary education in the next two or three years. He considered that school education must be accompanied by a sustained effort to achieve universal literacy through extensive programmes of adult education. He recommended that the Administering Authority should draw freely upon the resources that UNESCO may have to offer in this field.

197. The representative of Haiti noted that the demand for education in rural areas was raising problems of staffing and financing and recalled that the 1957 Visiting Mission had recommended the establishment of a special fund. He recommended that the Administering Authority relax discriminatory measures existing between European-type and non-European-type schools.

198. The representative of the Union of Soviet Socialist Republics considered that the situation in the educational field was far from satisfactory and that the Administering Authority was not doing its duty in this regard. It had passed on this important task to the religious missions. At present 60 per cent of the population was illiterate. The increase in the number of students did not even keep pace with the national population growth. In the specially established primary schools with a metropolitan programme, nearly exclusively European children were studying. The Administering Authority should assume immediate and direct responsibility for national education in the Territory, and allocate, at the cost of the budget of Belgium, considerable sums for the development of education in Ruanda-Urundi.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

199. The representative of India noted with some regret that the dissemination of information regarding the United Nations and the Trusteeship Council was not taking place in the Territory on an adequate scale. He expressed the hope that the Administering Authority would give urgent consideration to the question of establishing a United Nations information centre in the Territory.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

Outline of conditions, and recommendations adopted by the Trusteeship Council

200. With regard to the provisions of the General Assembly resolutions concerning the attainment of self-government or independence by Trust Territories, the Administering Authority stated that it was impossible to lay down any date for the attainment of self-government or independence which would not be an arbitrary one and which would not place before the Administering Authority the alternative either of carrying out a very premature reform or of not being able to fulfil its obligations. On the other hand, the Administering Authority would not fail to bring to the attention of the Council at the yearly examination of the situation in the Territory any information, whenever the opportunity arose, with regard to a specific date which would give the entry into effect of immediate or future reforms.

201. In the light of its detailed regular examination of conditions in the Territory, the Council, at its twenty-fourth session, adopted the following conclusions and recommendation:

The Council, recalling previous recommendations on this subject, notes with satisfaction that the Administering Authority contemplates the adoption of a new ten-year plan to follow upon the present over-all plan in the field of economic development. It notes also that a Working Group has gone to the Trust Territory in order to inquire about the wishes of the inhabitants and their views on how to guide the administrative and political evolution of the Territory.

It expresses the hope that the Administering Authority will be able to adopt a series of measures and plans with early successive intermediate targets and dates in all fields of the Territory's development if appropriate, so as to enable the Territory to attain, as soon as possible, the basic objectives of the Trusteeship System as stated in Article 76 b of the Charter of the United Nations.

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

202. In the view of the representative of Burma, the next few months would prove that even those who opposed or objected to the imperative needs for the declaration of a time-table would have the opportunity to hear some sort of formal government declaration direct from Brussels to the effect that Ruanda-Urundi was a step nearer to the goal which could be opposed only by those opposing the very concepts of democracy and human rights.

203. The representative of India was disappointed to hear what the representative of Belgium had said about the establishment of target dates for the attainment of self-government and independence. He was of the opinion that the establishment of intermediate targets with tentative dates for their fulfilment was essential and useful to stimulating and accelerating a territory's

development, and could help the orderly and peaceful progress of a territory towards the ultimate goal of independence.

204. The representative of Paraguay thought that it should be possible to make plans for the attainment of self-government as recommended by the Trusteeship Council and the General Assembly.

205. The representative of the United Arab Republic regretted that the Administering Authority continued to avoid setting any intermediate or final deadline for the attainment of the final objectives of the Trusteeship System. He had reason to believe and hope, however, that this attitude on the part of the Administering Authority would not prove to be intransigent and that in the near future it would co-operate with the United Nations to resolve the material difficulties which, according to it, so far prevented the setting of such time-limits.

206. The representative of the Union of Soviet Socialist Republics noted that the Administering Authority was refusing to carry out the recommendations of the General Assembly and to establish a deadline in the near future for the granting of independence of the Trust Territory. The Administering Authority should submit to the Trusteeship Council and to the General Assembly a plan of reforms that would grant the Trust Territory independence at a certain time, and thus implement the General Assembly resolutions which provided for the setting of time-limits for the granting of independence to the Trust Territories.

Chapter III

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 numbered approximately 1,300,000. There are also approximately 30,000 Arabs and 1,200 Indians and Pakistanis residing in the towns and, at the end of 1958, there were 2,331 Italians in the Territory.

2. At its twenty-second session, the Council commended the Administering Authority, the Government of Somalia and the people of the Territory for the continued progress achieved in the development of political, economic, social and educational institutions.

3. At its twenty-fourth session, the Council adopted the following conclusions:

The Council commends the Administering Authority and the Government and people of Somalia for the continued progress achieved during the year under review and notes with satisfaction the wide measure of social harmony which prevails in the Territory.

UNITED NATIONS ADVISORY COUNCIL

4. In its report covering the period from 1 April 1958 to 31 March 1959, the Advisory Council stated that its tasks had become increasingly important with the rapid approach of Somali independence. Thirty-two meetings of the Council were held during that period. Informal contacts with the Somali Government and Legislative Assembly were frequent and made in a spirit of co-operation. The Advisory Council continued to receive individuals and groups and to transmit communications and petitions to the Trusteeship Council in accordance with the established procedure. During the period covered by the Advisory Council's report, 107 communications and petitions were transmitted to the Trusteeship Council.

5. 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.

6. At its twenty-second session, the Council commended the Advisory Council for its valuable work and considered that it would continue to contribute towards the political, economic, social and educational development of the Territory. The Council was confident that the fruitful relationship between the Advisory Council and the Administering Authority would further assist the inhabitants of the Territory to attain the objectives of Trusteeship in the most harmonious and effective way.

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

The Council, having taken note of the report of the United Nations Advisory Council, commends it for the valuable contribution which it has made in assisting the Administering Authority in its tasks and the Somali people on their path towards independence. It notes with satisfaction the statement of the Administering Authority that during the remaining period of trusteeship it will avail itself fully of the Advisory Council's assistance.

QUESTION OF THE FRONTIER WITH ETHIOPIA

8. At its twelfth session, the General Assembly, in resolution 1213 (XII) of 14 December 1957, noting that direct negotiations between Ethiopia and Italy had not resolved some of the main differences concerning the definite demarcation of the frontier between Somaliland and Ethiopia, recommended the parties concerned 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. The Administering Authority informed the Council at its twenty-second session that pursuant to resolution 1213 (XII) the Governments of Italy and Ethiopia had each appointed a member of the arbitration tribunal and that the two experts would consider the nomination of a third arbitrator. The Government of Italy, in agreement with the Government of Somalia, had submitted draft terms of reference for the tribunal to the Government of Ethiopia.

9. The Council, at the same session, noted with concern the slow progress in solving the problem of the frontier and noted 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 was not reached by 1960. The Council noted further that, while two of the three members of the arbitration tribunal called for in General Assembly resolution 1213 (XII) had been appointed, the terms of reference for the tribunal had not yet been agreed upon by the two Governments concerned. The Council expressed the hope that the third member of the arbitration tribunal would soon be appointed and urged the parties concerned to do their utmost to establish the terms of reference for the delimitation of the frontier.

10. At its thirteenth session, the General Assembly examined the question. It was informed by the Admin-

istering Authority that exchanges between the two parties had failed to reach any significant result. The Advisory Council informed the General Assembly that there was a strong feeling among the Somalis that the independence of Somalia, as envisaged by the United Nations, could not be achieved completely without the satisfactory solution of the border question. It appealed to the General Assembly to find means by which both parties might agree on the "independent person" who would assist in drafting the terms of reference for arbitration. In resolution 1345 (XIII) of 13 December 1958 the General Assembly urged Ethiopia and Italy once again to intensify their efforts to implement the terms of resolution 1213 (XII) and recommended that the two Governments agree on the choice of an independent person and, failing agreement within three months, invite the King of Norway to nominate such a person. The two Governments were requested to report to the General Assembly at its fourteenth session on the measures taken by them to give effect to this resolution.

11. The Administering Authority informed the Council at its twenty-fourth session that, in accordance with General Assembly resolution 1345 (XIII), the Governments of Italy and Ethiopia having failed to reach agreement on the choice of the above-mentioned independent person within the stipulated period, His Majesty the King of Norway had designated Mr. Trygve Lie as the independent person. It hoped to be able to report on the matter at the fourteenth session of the General Assembly and expressed its confidence that the question would find a just, friendly and equitable solution before long.

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

The Council takes note of General Assembly resolution 1345 (XIII) whereby the Assembly, reaffirming its resolution 1213 (XII), urged the parties once again to intensify their efforts to implement the terms of resolution 1213 (XII), recommended that the two Governments agree on the choice of an independent person within three months and, failing such agreement, invited His Majesty the King of Norway to nominate such independent person, and requested the Governments of Ethiopia and Italy to report to the General Assembly at its fourteenth session on the measures taken by them to give effect to the present resolution. The Council notes further the statement of the Administering Authority that, having failed to reach agreement on the choice of an independent person, both parties invited His Majesty the King of Norway to nominate the independent person in accordance with General Assembly resolution 1345 (XIII), and that Mr. Trygve Lie of Norway has been so nominated to assist the two interested parties in the definition of the terms of reference of the arbitration tribunal. The Council also heard the statement made by the Minister of Industry and Commerce of the Government of Somalia expressing the deep concern of his Government that the frontier with Ethiopia should be delineated before Somalia accedes to independence in 1960.

The Council, fully appreciating the importance of this question, earnestly hopes that the negotiations now under way will enable the parties concerned to reach a mutually satisfactory settlement before Somalia accedes to independence in 1960.

SECURITY AND ORDER

13. At the end of 1958, the Somali Police Force comprised 54 officers, 473 non-commissioned officers, and 3,284 men. The Italian commander of the police forces was replaced by a high-ranking Somali officer during the year. The number of Italian military personnel was reduced to fifty-four, including forty-four carabinieri, who continued to act as technical advisers and auxiliaries in the police forces.

14. According to the Advisory Council, a Somali officer took over the command of the Finance Guard on 1 February 1959. The Guard controls the border traffic and is in charge of customs collection.

15. The Administering Authority stated that few incidents affecting public order occurred in the Territory during the year. There was no violation of any particular importance of the border.

NATIONAL STATUS OF THE INHABITANTS

16. According to the Citizenship Law No. 2 of 1 December 1957, which came into force on 1 February 1958, Somali citizenship is conferred upon all persons: (1) whose father is a Somali originally of the Territory; of (2) 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.

17. The Advisory Council noted that the Law on "original" citizenship lacked provisions regarding the acquisition of citizenship and drew the attention of the Administering Authority to the necessity of filling this gap as soon as possible. The Advisory Council was assured that a law for acquisition of citizenship would soon be enacted.

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

GENERAL CONSIDERATIONS

18. The representative of the United Arab Republic stated that his country was eager to welcome Somaliland into the United Nations and the family of independent African States; it wished Somaliland to be a sovereign and independent State, as soon as possible, free from any tie or bond, free from any fears, a land of peace and ease. Italy would have fulfilled its heavy and challenging task of building up a previous colony to a State enjoying political, social, economic and external security.

19. The representative of Burma expressed the deep appreciation of his delegation of the Administering Authority's dedication to its mission in Somaliland and hoped that the States of Somalia and Italy would maintain their association and friendship for mutual benefit.

20. The representative of Australia stated that his Government looked forward to welcoming in due course the independent State of Somalia into the family of United Nations.

21. The representative of the Union of Soviet Socialist Republics felt that the Somali people had achieved considerable success and progress, that political maturity and ability to govern itself had been displayed and capable and energetic leaders had emerged. He

had noted with satisfaction that the Administering Authority had not excluded the possibility of independence prior to 2 December 1960. In this connexion, his delegation considered that the Administering Authority must adopt the necessary measures so that all the powers of the Administering Authority might be handed over to the Parliament and the Government of Somalia before 2 December 1960, and so that the proclamation of independence might not be delayed by a single day. He agreed that some progress had been achieved in other fields but he considered this inadequate in relation to the actual needs of the Territory. He wished the Government and people of Somalia every possible success in the establishment of an independent State, in the development of its economy and culture, and in the raising of the standard of living of the people of Somalia. He welcomed the statement of the representative of Somalia that the future independent Government and State would endeavour to maintain and develop good relations with all States on a basis of equality and mutual respect.

QUESTION OF THE FRONTIER WITH ETHIOPIA

22. The representative of the United States of America suggested that even though an agreed border might not be to the satisfaction of all concerned, a joint or integrated Ethiopian-Somali well-drilling programme might lessen the necessity for the nomadic people to wander back and forth across the border in search of water.

23. The representative of the United Arab Republic stated that the fears expressed by the Prime Minister of Somalia, by Minister Hagi Farah and by the representatives of all parties showed that everyone in Somalia was eager to have the frontier problem peacefully and justly settled. Independently of the question of a solution by arbitration, it would be useful to fix the provisional administrative line with the co-operation of the Ethiopian and Somali Governments.

SECURITY AND ORDER

24. The representative of the United Arab Republic, while commending the Administering Authority and the Somali people on the Somalization of the police force, noted that when on independence the responsibility of the Administering Authority for defence ceased, the Territory would have to depend on its police force for both internal and external security. He shared the view of the Advisory Council that the Administering Authority should be invited further to consider that question in consultation with the Somali Government and the Advisory Council and to report to the General Assembly at its next session.

25. The representative of the Administering Authority stated that his Government proposed to do that. He pointed out also that his Government would see to it that the proper procedure would be initiated to ensure that Somalia would become a member of the United Nations as soon as possible after independence.

II. POLITICAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

DEVELOPMENT OF SELF-GOVERNMENT AND PLAN FOR THE TRANSFER OF POWERS

26. The government system established in 1956 consists of an elective Legislative Assembly and of a Council of Ministers. While in general the Legislative Assembly has the powers of a legislative body, these are subject to certain restrictions. All bills are subject to the approval of the Administrator, who may invite the Assembly to propose amendments. The power to submit draft legislation is vested in the Assembly and in the Administrator and the latter's consent is required before the Somali Government may submit draft legislation to the Assembly. 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.

27. The Administering Authority reported to the Council at its twenty-fourth session that only two legislative measures initiated in the Legislative Assembly during the preceding legislative period —30 April 1956 to 31 December 1958—had not been ratified by the Administrator and these, in the opinion of both the Administrator and the Advisory Council, were regarded as not being in keeping with the Trusteeship Agreement and the Universal Declaration of Human Rights.

28. The first steps towards the preparation of a constitution were taken in 1957 with the establishment by decree of a Political Committee to conduct preparatory studies for submission to the Constituent Assembly and of a Technical Committee of experts to prepare preliminary studies for the Political Committee. The Technical Committee completed its work in November 1958; the proposals for a draft constitution prepared by it comprise 141 articles and are divided into four parts: general principles of the State, fundamental rights and duties of man, organization of the State and constitutional guarantees.

29. These proposals have been based on the Universal Declaration of Human Rights and upon the Declaration of Constitutional Principles annexed to the Trusteeship Agreement. They provide for the establishment of a single-chamber representative democratic republic, with an elected President as the Head of the State. The Committee is now preparing a commentary on these proposals.

30. In accordance with article 25 of the Trusteeship Agreement which provides that the Administering Authority shall submit to the Council, at least eighteen months before the expiration of the Agreement, a plan for the orderly transfer of all the functions of government to a duly constituted independent Government of the Territory, the Administering Authority submitted to the Council at its twenty-fourth session a special report[1/] in this connexion.

31. This report pointed out that the transfer of functions to the Somali Government was already virtually complete. Somalia already enjoyed a very broad measure of self-government. The following measures having already been taken for the progressive Somalization of the governmental structure and the gradual establishment of a fully autonomous Somali Government: the establishment of the Territorial Council (1950), which was subsequently transferred

1/ T/1477.

into a freely elected Legislative Assembly (1956); the gradual establishment of municipal governments and the corresponding freely elected councils (1954-1958); the establishment of a Somali civil service (1954) and the gradual admission of Somali officials to responsible positions as qualified personnel became available; the gradual appointment of Somalis to the posts of District Commissioner and Regional Commissioner (completed in 1956); the establishment of a responsible Somali Government (1956) which has been given an increasingly broader measure of self-government; the appointment of Somalis as senior police and fiscal police (1958-1959); and the filling of increasingly higher and more responsible posts with the best-qualified Somali conditions. Progress achieved in the various fields has been recorded under the appropriate sub-heads of this report.

32. All that now remains, the Administering Authority has reported, is to complete the final formalities preceding the granting of full independence on the agreed date of 2 December 1960 or sooner, should the Somali Government or Legislative Assembly so request. The Italian Administration will be dissolved upon the proclamation of independence. The powers of the Administrator will then pass to the Head of the Somali State, to the Ministry of Foreign Affairs of Somalia and to such other government organs as are prescribed in the Constitution.

33. At the present time, the Italian Administration consists of the Administrator; the officials in charge of the few remaining offices in the Administration, including the Office for Italian Affairs, the Planning Office, the Office of the Magistrate of Accounts and the Accountancy Office; the Air Transport Service of Somaliland; the Autonomous Police Company. The latter two at present comprise some ninety Italian soldiers, mostly non-commissioned officers, engaged in technical tasks. Thus, apart from the future Ministry of Foreign Affairs, the structure of the Somali Civil Service is virtually complete.

34. The functions of the Planning Office which are within Somali competence will be absorbed by the Government, possibly even before the date of independence. The Magistrate of Accounts at present supervises the administrative and accounting practices of both the Italian Administration and the Somali Government which have already been separated. A draft ordinance concerning administrative and accounting procedures for the independent State has been completed and will be enacted before the termination of the Trusteeship. A simplified Treasury Service is to be established in conjunction with the Monetary Circulation Agency of Somalia and will eventually become the National Bank of Somalia. The Air Transport Service is an Italian military unit which, in the absence of civil air services, provides regular or occasional connexion between the various parts of the Territory as well as other associated services. It will be replaced by a Somali service by 1 December 1960. The Autonomous Police Company supervises and coordinates the activities of Italian police and military personnel still in the Territory. It will be dissolved upon the termination of the Trusteeship or sooner.

35. Foreign affairs have remained with the competence of the Italian Administration under the control of the Administrator and his personal staff but steps have been taken by the Administrator to ensure the participation of Somali Government departments and officials in diplomatic activities in accordance with international usage in order to facilitate training of the future foreign affairs service personnel. Somalia is already a member or associate member of certain international organizations and the Government has already had contact with foreign consulates in the Territory and with some United Nations specialized agencies. Somali ministers and officials form part of the Italian delegation to the Trusteeship Council for the discussion of the annual report on Somalia and a Somali official is a member of the Petitions Committee. Three Somalis took part in the border negotiations which commenced at Addis Ababa in March 1959. A Somali official has been serving with the Italian Consulate-General in Cairo since January 1957 and arrangements are being made for the appointment of other Somali officials to Italian embassies and consulates. The training of these officials will enable the Government to open its own diplomatic and consular services immediately on the attainment of independence, at any rate in those countries of the greatest importance to the Territory.

36. Most of the administrative buildings have already been handed over to the Somali Government and the latter will inherit in full the Italian Government's rights over the public demesne, and all property which belonged to the Government of Italian Somaliland or to the Trusteeship Administration, except a few buildings required by the Italian State or other Italian agencies for operation in Somalia, are to be transferred to the Government of Somalia on the proclamation of independence and will be the subject of a direct agreement between the Italian Government and the Government of independent Somalia. The apportionment of movable property between the Italian and Somali Governments has been virtually completed, except for certain minor details. Movable property already or to be transferred include movable property assigned to the Somali Government when that Government was established; the movable property retained by the Italian Administration for the use of offices and services to be transferred to the Somali Government; all military arms and equipment in Somaliland belonging to the Italian State, except those held by the Air Transport Service and the Autonomous Police Company, though provision may be made for the transfer of these as well. Movable property used by the Office for Italian Affairs and that forming part of the immovable property of the Italian State will remain in Italian hands.

37. By means of appropriate legislation, provision will be made for conferring upon the Legislative Assembly the powers of a Constituent Assembly for the purpose of drafting the Constitution and including powers to decide whether and in what form other representatives of the Territory should take part in a consultative capacity in drafting the Constitution. It would be for the Legislative Assembly, acting as the Constituent Assembly, to decide whether the Constitution should be promulgated by the Head of the Somali State on the proclamation of independence or in some other fashion.

38. The Head of State will have the authority and powers conferred upon him by the Constitution. Subject to the procedures laid down in the Constitution, he may be elected under a special law to be enacted on the eve of the proclamation of independence or sooner.

39. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council expresses its appreciation of the plan of transfer of powers submitted by the Administering Authority in accordance with article 25 of the Trusteeship Agreement. It notes with satisfaction the statement of the Administering Authority that practically all powers and functions have already been transferred to the Government of Somalia, and in particular that the Legislative Assembly is completely free and autonomous in its deliberations, subject only to the reserved powers retained by the Administrator; that the Government of Somalia has full competence in internal affairs, including finance, justice, police, economic and social policy and education, but excepting the circulation and coverage of currency and the Air Transport Service both of which will also be handed over before independence. Only the conduct of foreign affairs and defence remain in the hands of the Administering Authority.

The Council has been informed that prior to achievement of full independence on 2 December 1960 or sooner, should the Somali Government so request, the Italian administration will be dissolved and the powers of the Italian Administrator pass to the head of the Somali State and to other Somali authorities. The Council notes that the new Legislative Assembly will be transformed into a Constituent Assembly for the purpose of framing the constitution of the new State of Somalia, and that for this purpose a political committee has already been constituted to formulate a draft of the Constitution. The Council also takes note of the statements of the Administering Authority to the effect that information on the remaining arrangements for the transfer of powers will, after consultation with the Government of Somalia and the United Nations Advisory Council, be transmitted to the General Assembly at its fourteenth session and that the United Nations Advisory Council will submit a special report in this connexion to the General Assembly at that session.

The Council expresses the hope that steps will be taken to broaden the composition of the Political Committee and the Constituent Assembly to include representatives of all existing political parties and other important social and cultural organizations of the Territory. The Council notes the statement of the Administering Authority that the veto powers of the Administrator will not be exercised in respect of the proposals of the Political Committee and the Constituent Assembly for the Constitution.

In view of the fact that a constitution is to be adopted on the proclamation of independence, the Council hopes that the Legislative Assembly and the Government of Somalia will consider providing for popular confirmation of the Constitution. The Council expresses the hope that the Government of Somalia will also consider the holding of general elections to the Legislative Assembly as soon as practicable after independence as a means of furthering political stability in the country.

POLITICAL ORGANIZATIONS

40. A new political party, the Great Somalia League, was formed in 1958 as a result of a split in the Somali Youth League. The new party is headed by the ex-President of the Somali Youth League who was expelled by the Central Committee. The Administering Authority stated that the Somali Youth League had won 416 out of 663 councillor seats in the municipal elections, thus demonstrating once again that it enjoyed wide national support. It also reported that the position of the Somali Independent Constitutional Party (HDMS) (formerly the Hisbia Dighil Mirifle) was good in certain areas of the Benadir, Lower Giuba and Upper Giuba regions, while the position of the Liberal Somali Youth Party (PLGS) was good at Mogadiscio, Merca and Villaggio Duca degli Abruzzi. As to the Great Somalia League, its success in certain municipalities of Migiurtinia and Lower Giuba was not strong enough to cause a shift in the main political currents. Other active parties during the year were the Somali National Union (SNU) (Union of the Youth of Benadir) and the Somali Fichirini Youth.

41. The Administering Authority reported to the Council at its twenty-fourth session that the four opposition parties—the Great Somalia League (GSL), the Somali Independent Constitutional Party (HDMS), the Liberal Somali Youth Party (PLGS) and the Somali National Union (SNU)—had jointly protested against certain fundamental principles of the Electoral Law and had declared that, unless a number of concessions was accorded to them, they would refrain from participating in the elections. The Government not only sought to persuade these parties to take part in the elections but extended by three days the period for the submission of the lists of electoral candidates. This measure brought about an improvement in the political situation and lists were presented by the opposition parties in thirteen of the thirty districts in competition with those of the majority party, the Somali Youth League (SYL) which had presented lists in all districts. Of these thirteen, the GSL had presented lists in two districts, the PLGS in four and the HDMS in eight.

42. The GSL and SNU, however, continued to press for a further extension of the period but the Government was unable to agree to this. The political situation thereafter deteriorated and steps were taken by the Government to preserve public order, finally culminating in the arrest of some 300 persons following disorders in Mogadiscio on 24 and 25 February in the course of which demonstrators were killed, the District Commissioner of Mogadiscio, a Somali official, was seriously wounded and several policemen and demonstrators injured. A number of those arrested were shortly released but 183 were detained. A curfew was imposed on Mogadiscio for four days. Subsequently, the police also charged a number of persons in Chisimaio and Margherita with terrorist activity preceding or during the elections. Altogether, legal action was instituted against 205 persons, but of these only 41 were still detained as at 31 May, including the President, Vice-President and other members of the GSL. The offices of the GSL and SNU in the Benadir Region were closed under the provisions of Ordinance No.1/1959 of 25 February 1959, but this Ordinance was revoked on 28 April 1959.

43. The Advisory Council stated that disturbances had taken place in Mogadiscio, in February, prior to the election. As a result of those disturbances some 280 persons were arrested, two persons were killed and sixteen wounded, of whom nine were Somali policemen. All the branches of the GSL and the SNU in the Benadir Region were closed and their meetings

banned. A curfew was imposed on Mogadiscio for three days, According to the Advisory Council, the number of persons remaining in prison in Mogadiscio as at 31 March 1959 was 164 men and women.

44. Representatives of the three opposition parties, the Great Somalia League, the Somali Independent Constitutional Party and the Somali National Union, which compose the United National Front, appeared before the Council at its twenty-fourth session to explain their grievances. They objected to the duration of the new Legislative Assembly beyond the termination of the Trusteeship and of the repressive actions of the Government in the pre-election period which had led their parties to refuse to participate in the elections. Two representatives of a splinter group of the SYL appeared before the Council to complain that the Administrator of the Territory had been pursuing a policy which was likely to result in a resurgence of the tribalism which the SYL had fought all these years and that the increase in the number of Ministers and Under-Secretaries in the new Government was uncessary and extravagant. Representatives of the SYL itself also appeared before the Council and supported the actions of the Government. Finally, all the petitioners made a joint statement to the Council in which, emphasizing their common aspiration for a free, democratic and progressive society in their country, they stressed the need for a solution of the problem of the border with Ethiopia; their wish for an independent Somali, free of any foreign interference; their hope for the economic development of their country; and their desire to achieve their goals with the co-operation of the Somali people in harmony and mutual understanding with a view to the development of a united, homogenous nation.

45. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with concern the reports of disturbances during the pre-election period and of total or partial non-participation of the opposition parties in the 1959 general elections. It considers that political reconciliation is one of the most important tasks facing the authorities in Somalia before independence. The Council heard with satisfaction the joint declaration made before it by the representatives of the various political parties which, in its view, gives promise of the realization of a harmonious political atmosphere in the Territory. The Council is confident that the Government and political parties of the Territory will do everything possible to achieve this objective.

ELECTORAL SYSTEM

46. At its twentieth session, the Council was informed that a census of the rural population residing outside the minicipal areas was being carried out as a first step towards the holding of general elections to the Constituent Assembly in 1958. At the twenty-second session, the Administering Authority stated that may difficulties had arisen in the conduct of the 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 Advisory Council, in its observations on the draft law, had stated[2/] that it considered it undesirable for the newly elected Assembly to remain in office for a term of five years, since the term would extend well beyond the end of the trusteeship period. It also considered that ninety deputies (instead of the present sixty) were too many for the Territory, and noted that Somali citizenship had not yet been completely defined. The Legislative Assembly returned the bill 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 terms be extended to the end of 1959.

47. The Administering Authority was of the opinion that the draft electoral laws provided sufficient guarantees for the regularity of the elections, taking into account the circumstances of the Territory. The provisions on citizenship 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. The Administering Authority informed the Trusteeship Council that the Legislative Assembly had adopted a law extending its term until 31 December 1958.

48. The Council, at its twenty-second session, recommended 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.

49. The Administering Authority has reported that an electoral law was passed by the Legislative Assembly by a large majority on 22 November 1958. The bill for this law had been formulated by the Somali Government taking into consideration the fundamental principles approved by the Legislative Assembly. The main provisions of the law were as follows: (1) the new Assembly would have ninety members and would sit for five years; (2) the elections would take place on 1 March 1959 and last five days; (3) they would be held without electoral certificates; (4) the hands of the voters would be marked with indelible ink; (5) the lists of candidates would be presented on a district basis and the seats would be assigned to each district before the elections; (6) no voting would take place in districts where only one list of candidates was presented. The Advisory Council reiterated the observations it had made on the original draft law. It also considered that the provision by which no voting would take place in electoral districts where only one list of candidates was presented could deprive the voters from exercising their right to vote; in the absence of electoral lists, it would be almost impossible to prevent persons from one district where no elections were held from voting in another. The Administering Authority stated in its report that the new law introduced the principles of universal suffrage and of direct, free and secret ballot; Somali citizens of both sexes and over eighteen years of age are entitled to vote while those over twenty-five years of age who can read and write in Arabic or Italian and have not been convicted of certain crimes have the right to be elected.

50. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

2/ T/1444, para. 103.

The Council, recalling its recommendation of the twenty-second session 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, notes that elections were held on the basis of universal suffrage and of free, direct and secret ballot under the provisions of the electoral law promulgated at the end of 1958. It notes with satisfaction the substantial participation of women in these elections.

The Council, noting the reports of dissatisfaction of the opposition parties with certain of the provisions of the new electoral law and with election procedures, recommends that in order to obviate difficulties in the future, every effort should be made to complete as soon as possible the compilation of complete and accurate electoral registers, to enact legislation defining citizenship, and to improve the present electoral law so as to eliminate its shortcomings.

The Council takes note of the declarations of the Administering Authority and of the Minister of Commerce and Industry of the Government of Somalia to the effect that the census enumeration will be resumed. The importance of a proper census for all purposes, including those of administration and development, cannot be over-emphasized. The Council therefore expresses the hope that every effort will be made to complete this important operation as soon as possible.

LEGISLATIVE ELECTIONS

51. At the twenty-fourth session of the Council, the Administering Authority reported that elections under the new electoral law in the eleven electoral districts in which more than one list of candidates had been presented took place from 4 to 8 March 1959 in accordance with the procedures laid down and with no disturbance of public order. The GSL withdrew the two lists previously submitted and consequently in nineteen electoral districts lists were presented only by the SYL whose candidates in these districts were therefore automatically elected. In the eleven electoral districts, the total number of voters was 323,071, of whom 89,863 were females. The SYL obtained 237,134 valid votes, the HDMS 40,857 and the PLGS 35,769. On the basis of the above results, the SYL secured 83, the HDMS 5 and the PLGS 2 of the 90 seats of the Assembly. In twenty-seven of the electoral districts, the results have been ratified by the competent judicial authorities, while in one, the Lugh Ferrandi district with 2 seats, the results have been held to be invalid.

52. The Advisory Council noted the strained relations and tensions between the opposition parties who objected to the electoral law and the Government. Its report contains a description of the events which led to the withdrawal of these parties from the elections, with the exception of the HDMS, in eight electoral districts and the PLGS in four.3/ The Somali Youth League had lists presented in all districts, and was the only participant in nineteen districts. Out of the total number of ninety deputies to be elected, sixty-one seats were thus allotted to the SYL before the opening of the elections proper.

3/ T/1444, paras. 112-129.

53. The elections lasted five days, from 4 to 8 March. Voting operations for the twenty-nine contested seats were reported to be orderly. The total number of those participating in the elections throughout the country was 323,071. In the districts where voting actually took place, the SYL won 22 seats out of the 29, the HDMS five and the PLGS two. The SYL thus obtained 83 out of the 90 seats in the new Legislative Assembly.

54. The Administering Authority reported at the twenty-fourth session of the Council that the new Legislative Assembly had met on 26 May 1959.

DISTRICT COUNCILS

55. District councils are consultative bodies composed of traditional and elected chiefs and representatives of political parties and of economic, cultural and religious interests. The 1957 Visiting Mission and the Advisory Council had suggested that the powers of the district councils should be extended so that they could discuss local taxes and provide the district populations with an alternative to strongly centralized control by the Government and an incentive to take greater interest in measures in the fields of edcuation, public health, etc. 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 Trusteeship Council noted the Somali Government's policy of strengthening and encouraging the development of local government organs, and of extending, wherever appropriate, their powers and functions in the sphere of local affairs.

56. The Administering Authority has reported that the reform of the district councils envisaged for 1958 was delayed on account of the administrative and political elections.

57. The Advisory Council was informed by the Administering Authority that the establishment of regional councils required a longer period of development; the Government felt that decentralization should proceed with extreme care and moderation at the present stage of the Territory's development.

58. At its twenty-fourth session, the Council adopted the following conclusions:

The Council recalls that at its twenty-second session the Administering Authority stated that it was the policy of the Government of Somalia to strengthen and encourage the development of organs of local government and to extend their powers and functions, whenever appropriate. Although there has been no substantial progress in this field during 1958, the Council takes note of the statement of the Minister of Industry and Commerce of the Government of Somalia that the powers of district councils will be further enlarged so that they become efficient instruments of progress.

MUNICIPAL COUNCILS

59. The Council had been informed at previous sessions 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.

60. At its twenty-second session, the Council noted with satisfaction that the municipalities had been given wider freedom of action, that they had responded

positively to the responsibilities placed on them and that their financial situation was generally satisfactory.

61. The Advisory Council stated that the forty-seven municipalities had generally made good progress and that the 1959 central budget had not provided for any grant to them, so as to oblige them to reach self-sufficiency.

62. On 20 October 1958, municipal elections were held in forty-five municipalities, citizens of both sexes being entitled to vote and to be elected. Magistrates, members of the armed forces and certain categories of public servants were not eligible for office. Six political parties presented lists of candidates: the Somali Youth League (SYL), the Somali Independent Constitutional Party (HDMS), the Great Somalia League (GSL), the Liberal Somali Youth Party (PLGS), the Union of the Youth of Benadir (subsequently called Somali National Union), and the Somali Fichirini Youth. In the municipality of Dusa Mareb, the elections were postponed until 1959 for reasons of public order, and in the municipality of Doi Gab no elections were held in view of unsatisfactory local conditions; administration of both municipalities was entrusted to the District Commissioner.

63. Actual voting took place in twenty-seven municipalities. In eighteen municipalities no voting took place inasmuch as only the SYL list was presented and election was declared by proclamation. According to the Advisory Council, electoral operations in the remaining municipalities were well planned and showed in general the political maturity of the electors and the sense of discipline of the political parties. The percentage of actual voters to registered electors was 85.5. Out of the total of 663 new councillors, 416 belong to the SYL, 175 to the HDMS, 36 to the GSL, 27 to the PLGS, 6 to the Somali National Union and 3 to the Somali Fichirini Youth.

64. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes the continued progress made by the municipal councils and wishes, in particular, to express its satisfaction that municipal elections were held as planned in 1958, that participation of eligible voters, especially women voters, was high and that these elections were conducted in a peaceful and orderly manner.

ADMINISTRATIVE SERVICES

65. 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. At its twenty-second session, while noting that the replacement of foreign personnel by Somalis was proceeding satisfactorily, the Council recommended 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 also suggested that the Administering Authority should request assistance from a United Nations expert in the field of public administration.

66. The Administering Authority has reported that during 1958 the appointment of Somalis to high administrative posts had been intensified and the fourteen of nineteen departments were headed by Somali officials.

67. At the end of 1958, out of a total of 5,251 persons in the public service, 4,713 were Somalis (4,610 in 1957), 536 were Italian (650 in 1957) and 2 belonged to other nationalities. The reduction of 114 Italian personnel was attributed, in 107 of the cases, to a measure taken by the Administrator in 1958 aimed at encouraging the voluntary resignation of staff with local contracts. The remaining cases corresponded to normal departure of Italian personnel.

68. The training of Somali officials for diplomatic and consular service was receiving particular attention. Several Somali officials are attached to the Administrator's Office, of which the Chief is a Somali, and a Somali has been attached to the Italian Consulate at Cairo. Other Somali officials are to be attached to the Italian foreign services.

69. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council, taking note that fourteen of the nineteen departments of the Territory's Government are directed by Somalis and that in the autonomous public organizations the process of appointing Somalis is well advanced, commends the Administering Authority for the continued progress in the Somalization of the Administrative services of the Territory. Noting, however, that some important technical departments continue to remain in the hands of Italians and that Somali technical and diplomatic personnel is still insufficient, the Council hopes that the training of Somalis for these services will be further accelerated.

JUDICIARY

70. The Council's report to the twelfth session of the General Assembly contained a description of the Judicial Regulations which came into force in 1956. A Ministry of Justice of the Government of Somalia was established in 1957. The Military Tribunal of Somalia was dissolved in 1958. Military cases now fall under the jurisdiction of ordinary tribunals. Regional judges are assisted in military cases by two assessors from the Police Force. A Military Tribunal of Appeal was established and is presided over by the judge of appeal. Its decisions are susceptible of review before the Court of Justice which is the highest judiciary authority in the Territory.

71. District judges with limited competence in penal matters were instituted by Law No. 9 of 19 February 1958 and the jurisdiction of the Qadis was restricted to civil matters only (marriages, divorce, civil cases and notarial acts), while it previously included some criminal cases of lesser importance. The Judicial Regulations were amended to provide that all jurors of the Assize Court and the Assize Court of Appeal should be Somali citizens.

72. The Advisory Council has stated that a law on legal practice[4/] was passed by the Legislative Assembly providing, in particular, that foreign lawyers other than those now registered in the Territory may practice law only for "particular requirements of legal proceedings". The Advisory Council stressed that it was to the advantage of Somalia to allow counsels and attorneys of all nationalities to practice law under the same conditions for the time being, as there were no

4/ Law No. 21 of 27 June 1958.

qualified Somali attorneys in the Territory. The Council also reported that district judges assumed their functions on 8 June 1958. In seven districts, Somali judges were appointed while in twenty-two districts the District Commissioner exercised these judicial functions until Somali judges could be selected. The District Judge of Mogadiscio was an Italian. The Advisory Council hoped that the delegation of judicial powers to administrative officers would be for the shortest possible time.

73. The Labour Code[5/] and the Maritime Code came into force during the period under review. According to the Advisory Council, the Maritime Code provides that ships owned by foreign citizens or foreign companies may be inscribed in the naval matriculation-books and registers. Article 1 provides that the width of the territorial waters is 15 nautical miles. A draft provision stating that, for the purpose of fishing, the width of the territorial waters is extended to a maximum of 100 nautical miles was deleted after the Advisory Council had pointed out that it would be in contradiction with the principle of freedom of the high seas.

74. Drafts of other basic codes (civil and penal codes and codes of civil and penal procedures) have been prepared, but have not yet been examined by the respective legislative bodies. The Advisory Council hoped that every effort would be made to enact these codes as soon as possible.

75. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council notes with concern that in a number of cases district commissioners continue to exercise judicial functions. It urges the Administering Authority and the Somali Government to accelerate the appointment of Somali district judges and to intensify the programme for training suitable Somali candidates to fill higher judicial posts.

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

DEVELOPMENT OF SELF-GOVERNMENT AND PLAN FOR THE TRANSFER OF POWERS

76. The representative of the United Kingdom of Great Britain and Northern Ireland expressed the hope that there should be as wide a measure of agreement as possible in the Territory on matters concerning the political structure of the future Somali State and its Constitution.

77. The representative of the United States of America considered that since the Constitution of Somalia would have to be ratified by the present Assembly, it was conceivable that the Assembly might wish to provide for popular confirmation of the Constitution.

78. The representative of the United Arab Republic, referring to the problem of the proposed promulgation of the Constitution by the Head of State to be elected in accordance with its terms, suggested that the promulgation of a provisional constitution might be an appropriate step.

79. The representative of Burma regretted the unfortunate incidents which had occured in Somaliland and the turn which political events had taken. He hoped that whatever differences might exist between the majority party and minority parties in Somaliland would be resolved and appealed for moderation, reason, fair play and tolerance. He felt that in view of the financial position of the country and the rising cost of living, fewer ministers and under-secretaries would in the long run be more likely to ensure greater efficiency.

80. The representative of New Zealand was confident that the new Constitution would guarantee the political, economic and social rights of all inhabitants of the Territory.

81. The representative of Haiti stated that the Somali Government had given unquestionable evidence of its capacity to govern. Certain important problems, however, remained. He supported the proposal that representation of those participating in the drafting of the basic law and Constitution should be broadened to include representatives of the opposition parties.

82. The representative of Belgium suggested that the Council in making its recommendation should not attempt to influence the free will of the Constituent Assembly.

83. The representative of the USSR hoped that the Legislative Assembly, the Government of Somaliland and all the Somali political parties would join in their efforts in carrying out the measures which were necessary for the proclamation of independence and the ensuring of freedom and the free development of Somalia.

84. The representative of China considered that for the formulation and the final approval of the Constitution, it would be highly desirable to invite the full and active participation of representatives of all political parties existing in the Territory. He thought that the present Political Committee would have to be broadened to facilitate such participation. He expressed the hope that the creation of new ministries would not put an undue burden on the Somali budget. For an under-developed country with limited financial resources, particularly one like Somalia with budget deficits, the streamlining of the administration and government personnel seemed to be a wise policy.

85. The representative of Burma considered that while the Constituent Assembly must be fully competent to draft the Constitution, the Administering Authority under the terms of the Trusteeship Agreement must also see that the declaration of constitutional principles, which was an integral part of the Agreement, was fully reflected in the draft Constitution.

86. The representative of Paraguay noted that a special report regarding the question of the Head of State would be submitted by the Administering Authority to the next session of the General Assembly. He thought that the equipment of the Air Force should be included in the property transferred to Somalia.

87. The representative of the USSR associated himself with other delegations in hoping that representatives of all political parties would be given full participation in the Constituent Assembly for the development of the Constitution in accordance with the declarations and constitutional principles of the Trusteeship Agreement, the enactment of an electoral

5/ See paras. 203-209 below.

law to correct shortcomings of the present law and other important matters necessary for the proclamation of independence and that, after the proclamation of independence, elections would be held on the basis of the new Constitution and the new electoral law, which would ensure conditions for free and democratic elections on the basis of universal suffrage. He hoped that the Administering Authority would take into account the comments of the Advisory Council and would present a report on this subject to the General Assembly at its fourteenth session.

88. The representative of the Administering Authority felt that the plan had met with the general approval of the Council and that only one major point needed further consideration, i.e., the question connected with the enactment of the Constitution and the election of the Head of State. The Government of Somalia would have to be consulted and some time might be necessary before a final solution is arrived at.

POLITICAL ORGANIZATIONS

89. The representative of the United Arab Republic expressed confidence that the authorities in Somalia would guarantee all political freedoms and encourage constructive opposition. In that connexion, the presence of Somalia in the Council had been a demonstration of their country's readiness for independence. He welcomed the declarations of the representative of Italy that their grievances would be conveyed to the authorities in Somalia and expressed the hope that a special effort would be made to remove those grievances.

90. The representative of the USSR noted the assurance given that the requests of the petitioners would reveive careful examination by the Administering Authority and the Somali Government. He considered their joint statement indicative of the fact that the Somali political parties place the interests of their country above everything else and felt that it would not be difficult for them to come to an agreement if there were no foreign interference. He considered that the events of March 1959 would not have taken place but for the policy conducted for some years by the Administering Authority of opposing one political party against another and of playing on their differences.

ELECTORAL SYSTEM

91. The representative of the United Arab Republic considered that while the elections to the Legislative Assembly met with many difficulties and resulted in serious complaints, the Trusteeship Council had itself recommended that they should be held without awaiting the completion of a census.

92. The representative of New Zealand considered that it was desirable that the citizenship law should be altered to permit permanent residents not of Somali descent to acquire citizenship and thereby the right to vote.

93. The representative of Haiti was of the opinion that the electoral law at present in force in Somaliland should be substantially amended. He expressed doubts regarding the procedure for the validation of the elections and hoped that new elections would be decreed immediately after independence.

94. The representative of India, while not underestimating the difficulties of enumerating the nomadic population, believed that the preparation of a census and electoral register was an essential foundation for a modern State.

95. The representative of France stated that one could wonder whether the provisions of the electoral law which envisaged that no vote should be held in districts where only one list had been submitted were really compatible with the social status of the Territory and the absence of any electoral lists.

96. The representative of Burma noted with concern the differences of opinion existing between the majority party and the minority groups in regard to the five-year term of the new Assembly and the assignment of seats prior to the elections, but was heartened by the assurance given by the Administering Authority that unsatisfactory features of the electoral law would be reconsidered by the Government of Somaliland and the Legislative Assembly.

97. The representative of India stated that the general elections of March 1959 were unfortunately preceded by serious disturbances in Mogadiscio, which resulted in much acrimony between the political parties. There was, however, promise of the realization of a harmonious political atmosphere in the Territory. He was confident that the problem arising from the fact that there was a considerable number of political prisoners would be harmoniously resolved.

98. The representative of the Administering Authority stated that he considered that the explanations given to the Council by his delegation regarding the general elections, a major event in Somalia's political life, should leave no doubt in the minds of members of the Council as to the manner in which this event took place, and its importance as a real test of the political maturity of the country. He paid tribute to the petitioners who had been able to overcome their differences and show themselves to be men of goodwill and keen political sense.

JUDICIARY

99. The representative of Burma felt Somalis were quite capable of holding important judicial posts, as they had within the last few years proved to be efficient administrative and police officers.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

100. The known economic resources of the Territory are meagre. The majority of the inhabitants lead a basically self-sufficient nomadic or semi-nomadic existence. The Administering Authority distinguishes a subsistence economy and a money economy. It has stated that the difficulties of assembling the necessary data do not permit at present the estimation of the national income of the Territory but that expert studies have indicated that the contributions of the agricultural, forestry and animal husbandry sectors to the national income in 1955 were as follows: within the subsistence economy, agriculture So. 46 million, [6]

[6] 20 somalos = £1 (sterling) = $2.80.

forestry So. 5 million, and animal husbandry So. 87 million; and within the money economy, agriculture So. 40 million.

101. 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,7/ the mission stated that live-stock offered the principal scope for long-run development but offered little prospect of quick or substantial rewards, that opportunities for settled agriculture were limited and that much skill was required to exploit them fully. In regard to European agriculture, the mission considered that if the banana industry were no longer subsidized after 1960, the export of bananas would cease to be profitable. While recognizing the importance in the economy of the concessions, the 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. On the other hand, it considered that no other 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.

102. 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 competitive position of the banana industry. It also did not completely share the mission's conclusion concerning cotton production and stated that the results from investments for the development of animal husbandry made it look forward to a more optimistic future. On the question of banana production, the Government of Somalia felt that a good proportion of present production would compete favourably on the international market. However, in view of the dangers of keeping agricultural production geared largely to the production of bananas, a vast programme of development had been devised for the cultivation of cotton in those areas in which the prospects of adequate levels of production provided a definite alternative to banana production. This would in turn benefit the public budget, the balance of trade, and employment.

103. The Administering Authority informed the Council that agricultural production had attained its normal level in 1957-1958 in the irrigated zones but had declined somewhat in the dry farming zones owing to less than average rainfall. The 1957-1958 cotton crop was good but subsequent marketing difficulties had reduced interest in this crop and estimated acreage for 1958-1959 showed an appreciable decrease. Banana exports to Italy were normal and the first contract for the export to Greece of some 30,000 quintals of bananas had been concluded. Sugar production has continued to increase so that local requirements are now fully met and some export was possible. Live-stock experienced unfavourable conditions, particularly in the northern part of the Territory and the border areas of the Upper Giuba and Hiran where the drought was particularly severe. In the Lower Giuba, both animal husbandry and agriculture benefited greatly from the channelling of the waters of the Giuba River to the Deshek Uamo. Supplies of live-stock were sufficient to enable the export of a substantial number of live animals as well as to meet the requirements of two local canning enterprises. Exploratory petroleum drilling has continued but so far without reported success. Progress continued to be made in the industrial and commercial fields. Total exports were higher than in 1957 while imports were lower, thereby resulting in a reduction in the merchandise trade deficit. The over-all unfavourable balance of payments was reduced from So. 7.4 million in 1957 to So. 6.4 million in 1958.

104. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with satisfaction the continued progress in the economic development of the Territory, in particular the steady and sustained increase in revenue, the increase in agricultural and live-stock production and the reduction in the merchandise trade deficit and in the over-all deficit of the balance of payments. The Council considers that the results already achieved from the more intensive utilization of the available resources by the people of Somalia with the generous assistance of the Administering Authority and certain Member States, augur well for the prospects of the Territory. The Council is confident that the Government and people of Somalia will persevere in their efforts to develop further the economy of their country and that, given the technical and financial assistance which will be necessary for some time to come to enable resource development to continue at a satisfactory level, they will be able to increase production and raise the level of living of people of the Territory.

1954-1960 DEVELOPMENT PLANS

105. In 1954, the Administering Authority informed the Council at its fourteenth session of its plans for the Territory's economic development during the period 1954-1960.8/ These plans were preceded by a wide range of studies by various agencies of the United Nations, the United States Mission in Italy (USOM) and the technical divisions of the Trusteeship Administration (AFIS) and were based on the comprehensive proposals for economic and social develop- contained in the Malagodi report of August 1953. The principal objectives of the 1954-1960 plans are the development of agriculture and animal husbandry through irrigation projects, the construction of catchment basins, the building of grain storage facilities, the distribution of machinery tools and a large programme of well digging. Provision is also made for improved communications, urban sanitation and electrical installation, as well as the development in industry, arts and crafts. A total expenditure of So. 87 million was initially envisaged, of which 70 million would represent public funds and 17 million private funds. The Somali Credit Institute, which is an integral part of the plan, provides loans to Somali farmers and tradesmen as well as to those engaged in industry. Expenditures and programmes executed under the Somali Development Fund (FVS) which administers the programme established under the agreement signed by the Governments of Italy and the United States of America in 1954 and which has been jointly financed by the two Governments under an initial allocation of So. 8.5 million, also forms a part of the seven-year plans. The Administering Authority informed the Council that through the implementation of the develop-

7/ T/1296.

8/ Plans de développement économique de la Somalie, années 1954-1960, Rome, 1954.

ment 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.

106. At its fourteenth session, the Council, having regard to statements made by the Administering Authority and the territorial authorities concerning the need for foreign capital to contribute to the economic development of the Trust Territory and taking into consideration the development plans formulated by the Administering Authority, adopted a resolution 9/ in which it invited the General Assembly to instruct the Secretary-General to consider, in consultation with the Italian Government and the International Bank for Reconstruction and Development, whether the financing of the economic development plans for the Territory might be assisted either by the Bank and, for that purpose, to request the Bank to send a mission to Somaliland to study the situation, or by other means to be applied by the United Nations. The General Assembly, at its ninth session, adopted a resolution 10/ 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 proposed 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. These resolutions led to the dispatch to the Territory of the above-mentioned expert survey mission of the International Bank for Reconstruction and Development in the early part of 1956.

107. 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, e.g., investment in buildings and equipment for the education and public health services, much of the rehabilitation expenditures and new investment and reconstruction expenditure by local authorities, which in the years 1954-1955 amounted to So. 15 million as compared with a little over So. 26 million on similar projects in the plans. The introduction of the 1954-1960 plans brought not only a sharp increase in the amount, but also a marked shift in the pattern of public expenditure with greater emphasis on Somali production and the expansion of communications, and less on school, health and other buildings, and the mission 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 live-stock 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.

108. 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 live-stock was expanding.

109. The Trusteeship Council has at previous sessions noted the progress achieved in the execution of the Administering Authority's economic development plans for the period 1954-1960. It was informed 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 (CISE), 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. It was also informed at its twentieth session that the estimated seven-year expenditure had been increased from So. 87 million to So. 124 million. Some So. 98 million would be from public funds, and So. 28 million from private sources. Funds are contributed mainly by the Administration, ASES and FVS, with smaller amounts provided by USOM, certain municipalities and three Italian agricultural joint-stock companies. During the past two years, ASES has, at the request of CISE, given emphasis to economic development on the basis of the projects and programmes in the 1954-1960 plan.

110. Actual expenditure under the plans by the end of 1958 amounted to So. 99 million, or nearly 80 per cent of the total estimated expenditure. Public investment amounted to So. 73.6 million, or to nearly 77 per cent of the amount programmed in this sector, and private investment to So. 25.4 million or 90 per cent of the total amount programmed. Of the public investment in 1958, the Administration provided 54 per cent, ASES 18 per cent and FVS 23 per cent. Details of the development programme in the various fields appear under the appropriate headings below.

111. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes the statements of the Administering Authority and of the Minister of Industry and Commerce of the Government of Somalia that by the end of 1958 public and private investment under the 1954-1960 development plans amounted to nearly 80 per cent of the total amount programmed and would be completed as scheduled, or sooner, and that about 74 per cent of the objectives of the plans had been at-

9/ Trusteeship Council resolution 1001 (XIV).

10/ General Assembly resolution 855 (IX).

tained. The Council commends the Administering Authority and the Government of Somalia for the implementation of this programme which has resulted in increased production and a higher level of living. The Council wishes to express its appreciation of the technical and financial assistance given by other States, in particular the United States of America and the United Arab Republic.

UNITED NATIONS TECHNICAL ASSISTANCE

112. The Advisory Council has reported that over-all expenditure under the United Nations Expanded Programme of Technical Assistance for category I projects increased from $35,000 in 1958 to $118,700 in 1959. There were seven experts in Somalia by the end of 1958 and the number was expected to increase to eleven in 1959. In addition, technical assistance under the regular programme amounted to $40,000 in 1958 with two experts in the field. Eleven fellowships were provided under the Expanded Programme and fourteen under the regular programme. The ten projects under the Expanded Programme were in the following fields: ILO, vocational training, social security and labour administration; FAO, plant production and protection, rural welfare, agricultural economies; UNESCO, fundamental education; WHO, tuberculosis control, training of medical and auxiliary personnel.

113. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council, recalling General Assembly resolution 1278 (XIII) which expressed the hope that the authorities of the Special Fund, the Secretary-General, the specialized agencies and the Technical Assistance Board would give sympathetic consideration to requests for assistance made on behalf of the Government of Somalia, notes with satisfaction the substantial increase in technical assistance provided by the international agencies in 1959, and hopes that assistance will be continued in future years on an increasing scale in view of the urgent needs of the Territory.

TECHNICAL AND FINANCIAL ASSISTANCE REQUIREMENTS AFTER 1960

114. In regard to the financial position of the Territory after it attains independence, the International Bank mission concluded that the Territory could not increase its income from existing sources before 1960 sufficiently to replace Italian aid. The outlook for the public finances and 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. The mission drew attention to the Administering Authority's estimate that in 1961 the budgetary deficit would be So. 34 million and that of the balance of payments So. 20 million, on the assumption, inter alia, of the continuation of present policies and of banana exports at the 1955 level exempt from export tax. The mission considered that, within the general assumptions on which they were based, these estimates could generally be considered reasonable and advised that plans for financial aid should initially be based on the assumption that exceptional assistance might be needed in some degree for conceivably as much as twenty years. 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.

115. At its twentieth session, the Council 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 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 Economic Community Treaties, the Territory was scheduled to receive $5 million over a five-year period for development purposes.

116. The Council also submitted for the General Assembly's consideration a number of possible means of furnishing technical and financial assistance to the Territory after 1960, including a proposal 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. In this connexion, the Council welcomed the statement of the Administering Authority that, in consultation with the Government of Somalia, Italy would: (1) assess all requirements for a viable, independent Somaliland; (2) keep these assessments constantly under review; and (3) explore all possible ways of meeting the requirements indicated by these assessments.

117. The General Assembly, at its twelfth session, adopted a resolution[11/] 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 special 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 so assessed and submit a report thereon to the Council at its 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.

118. 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 situation for the years 1961 and 1962. The report stated 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. The annual deficit in the

11/ Resolution 1206 (XII).

balance of payments was estimated at $5 million, consisting of a trade deficit of $2.6 million and a deficit in invisible items of $2.4 million. These estimates were based on the assumption of continuing production and export of bananas. If this were not the case, the public budget deficit would increase to $3.7 million and the balance of payments deficit to $7.5 million while an additional $500,000 would be needed for economic development. The report stated, however, that there were factors which gave ground for optimism in regard to the future of the banana trade. It also stressed that the envisaged increases in production in all fields 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.

119. The Council, at its twenty-second session, noted the encouraging trends in the economic development of the Territory; the Administering Authority's estimates of the economic requirements of the Territory; the statements of the Administering Authority, the Minister of Economic Affairs, the Advisory Council and the 1957 Visiting Mission with regard to the economic situation and prospects for Somalia after 1960, particularly the encouraging statement of the Minister of Economic Affairs that the period for which external assistance would be required might be of considerably shorter duration than the twenty years previously estimated by the International Bank mission because of the improving economic situation; and the statement of the Minister that his Government was still carrying on consultations with the Administering Authority in this connexion and would inform in due course, relying on the assistance and the possible aid of the United Nations. It requested the authorities of the Special Fund to consider, at the appropriate time, giving assistance in respect of some of the projects of the Territory from this Fund and suggested 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. The Council also welcomed the information from the Administering Authority and the Government of Somalia that they were continuing, in close consultation, to explore possible sources of financial aid for the Territory after 1960 and would inform the Council of the results at its twenty-fourth session. In this connexion, the Council noted with satisfaction that certain Members of the United Nations had already offered to furnish technical or financial assistance to the Territory after it achieves independence and expressed the hope that, as a result of further consultations, the Administering Authority and the Government of Somalia would be able to achieve a solution to the poblem of the Territory's future financial and technical assistance needs.

120. The representative of Italy, at the thirteenth session of the General Assembly, reported that the Italian Government had informed the Government of Somalia that it was prepared, if Somalia so desires, to give the following aid during the year immediately following the attainment of independence: (1) technical assistance to the maximum extent of 250 technicians and 80-100 scholarships available in Italy at a cost not exceeding the equivalent of $1.5 million per annum; and (2) financial assistance corresponding to $500,000 per annum. Further, the Italian Government would give the most favourable consideration to the continuation of the purchase of Somalia bananas in accordance with the request of the Government of Somalia. The terms under which the above-mentioned assistance is to be rendered would be decided upon in due course through special agreements to be submitted for approval to the Parliaments of both countries. The Government of Somalia in accepting this offer of aid, expressed the opinion that, with the aid offered by Italy as well as that promised by other friendly countries, a satisfactory solution had been found to the problem of technical and financial aid after 1960. The representative of Italy also drew attention to the offers of assistance made by the Governments of the United States and the United Kingdom.

121. The General Assembly, at its thirteenth session, adopted a resolution[12/] in which, recalling its previous resolution 1206 (XII), noting the special report of the Administering Authority to the Trusteeship Council on the extent of the assistance which will be necessary after 1960, and bearing in mind the encouraging economic trends in the Territory which might mean that external financial assistance would be required for a period considerably less than the twenty years forecast by the International Bank, it noted that the Administering Authority and the Government of Somalia were continuing to explore all possible sources of financial aid to the Territory and would report the results to the twenty-fourth session of the Council; welcomed the statement of the representative of Italy regarding the various sources from which assistance had been secured or was in prospect; expressed the hope that, at the appropriate time, the authorities of the Special Fund, the Secretary-General, the specialized agencies concerned and the Technical Assistance Board would give sympathetic consideration to requests for assistance made on behalf of the Government of Somalia; and requested the Trusteeship Council at its twenty-fourth session to consider the prospects of further assistance from the Special Fund, the Expanded Programme of Technical Assistance and the specialized agencies and to report to the General Assembly at its fourteenth session so that the Assembly might have a complete picture of the economic prospects of Somalia when the Territory achieves independence in 1960.

122. The Administering Authority, in its annual report to the twenty-fourth session of the Trusteeship Council, referred to the offers of aid made by the United States Government on 13 July 1958 and by the United Kingdom Government on 19 September 1958, as well as to the more specific information concerning the offer by the Government of Italy. Apart from these, it did not have any other information for the time being regarding possible sources of financial aid of the Territory after 1960.

123. In a supplementary report to the Council at its twenty-fourth session,[13/] the Administering Authority stated that the total of $5 million required to meet the estimated over-all annual budgetary deficit[14/] should be regarded as the absolute minimum required to maintain the present standard of living in the Territory and to complete programmes already in progress. It did not include provision for more far-

12/ Resolution 1278 (XIII).

13/ T/1476.

14/ See para. 118 above.

reaching projects of an infrastructural nature. Accordingly, and in accordance with the terms of General Assembly resolution 1278 (XIII), the Administration had, in co-operation with the Somali Government, drawn up a number of project applications, some of which had already been submitted to the appropriate United Nations agencies. The Administering Authority stated that the financial and technical complexity of the various projects and the lack of any representative of the United Nations Technical Assistance Committee in Somalia made the task of drawing up detailed projects both difficult and costly, and that neither the Administering Authority nor the Somali Government was in a position to undertake this.

124. The projects as detailed in the supplementary report include a survey to evaluate the economic resources and possibilities of agricultural as well as industrial development in that part of the Territory lying between the Migiurtinia region in the north and the southern boundary at an estimated cost of $800,000, submitted to the Special Fund; the construction of the port of Chisimaio at an estimated cost of $6.9 million; the establishment of two pilot live-stock farms at a cost of $500,000, submitted to the Special Fund; a survey of the fisheries resources of the Territory, to be submitted to FAO; the establishment of an international locust-control service in the Territory, to be submitted to FAO; the construction of an aqueduct at Mogadiscio at an estimated cost of $1.6 million; the stabilization of major roads in the Territory at a cost of $3 million.

125. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council takes note of General Assembly resolution 1278 (XIII) in which, inter alia, *the Assembly requested the Council to consider at its twenty-fourth session the prospects of further assistance from the Special Fund, the Expanded Programme of Technical Assistance and the specialized agencies so that the Assembly might have a complete picture of the economic prospects of Somalia after 1960.*

The Council notes further the statement of the Administering Authority confirming that the sum of $5 million per annum will be necessary in the first few years after independence to ensure the financial and economic stability of the State of Somalia. It welcomes reaffirmation of the Administering Authority's offer of technical and financial assistance to Somalia after 1960 to the extent of $2 million per annum, as well as its statement that it will give the most favourable consideration to the continuation of the purchase of Somali banana production. The Council expresses its appreciation to those States which have indicated or may indicate their willingness to be of assistance to the future independent Government of Somalia, and in particular to the Government of Italy, the Government of the United States of America and the Government of the United Kingdom for their offer to the Somali Government to help it meet the estimated over-all budgetary deficit of $5 million per annum.

The Council notes, however, the statement of the Minister of Industry and Commerce of the Government of Somalia that the sum of $5 million should be regarded as the minimum amount necessary to cover the most pressing budgetary needs and to allow the continuation of the development plans, so as to complete those projects under way and to secure the benefits from those already completed, and that it does not provide for major projects of an infrastructural nature nor for the security of the country.

The Council further notes the information given by the Administering Authority at its twenty-fourth session regarding the development projects for which assistance is required, including a survey of the economic possibilities of the southern region of the Territory, the establishment of two experimental live-stock farms, a fisheries survey and an international locust-control service and projects for the further development of the road system of the Territory, the improvement of the water supply of Mogadiscio and the construction of port and harbour facilities at Chisimaio.

The Council, taking into consideration the success which has been achieved under the 1954-1960 development programme and the efforts of the people of Somalia themselves to promote the economic development of their country, commends to the consideration of the Secretary-General, the authorities of the Special Fund, the Technical Assistance Board and the specialized agencies those projects which fall within their respective fields.

The Council is confident that the Government of Somalia will mobilize all available internal resources for investment in development projects. Recognizing, however, that at the present stage of the Territory's development these resources must necessarily be limited, the Council hopes that Member States willing and able to do so will provide assistance from public or private sources to Somalia for the implementation of those projects which require capital investment.

EUROPEAN ECONOMIC COMMUNITY

126. The Administering Authority reported to the twenty-fourth session of the Council that Somalia is to be associated with the European Economic Community till 2 December 1960, since no modification of the existing Somali financial and tax legislation was required as against the advantages offered to the Territory. A declaration of intention, concerning Somaliland, which is embodied in one of the protocols of the Treaty of Rome, provides that Somaliland will be associated with the European Economic Community up to 2 December 1960 after which date it will be free to continue or discontinue its association. Also a second protocol, concerning merchandise originating in some countries, provides for the continuation of the existing duty-free entry of Somali goods into Italy.

127. In accordance with the provisions of article 2 of the Convention regarding the association of overseas territories and countries with the European Economic Community, the Government of Somalia, through the Administering Authority, has requested that the construction of a new hospital of 730 beds at Mogadiscio be financed from funds allocated for the social and economic development of Somalia by the Community. The new hospital is to replace the existing 600-bed De Martino Hospital and will cost about So. 15 million (approximately $2 million). The sums allocated to Somaliland to the end of the trusteeship total $1,950,000 as follows: $500,000 in 1958, $625,000 in 1959 and $825,000 in 1960.

128. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes the statement of the Administering Authority that the Territory is associated with the European Economic Community until 2 December 1960, that the declaration of the intentions concerning Somaliland embodied in a protocol of the Treaty of Rome provides that the Territory will be free to continue or discontinue its association with the Community after that date, that another protocol of the Treaty provides for the continuation of the duty-free entry of Somali goods into Italy, that funds totalling $1,950,000 have been allocated to Somaliland for the years 1958-1960 from the Fund for the Development of Overseas Territories established under the Treaty, and that the allocation of this sum which is earmarked for the construction of a 730-bed hospital in Mogadiscio will not in any way prejudice the freedom of the independent State vis-à-vis the European Economic Community.

PUBLIC FINANCE AND TAXATION

129. 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.

130. 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.

131. Territorial budget revenue amounted to So. 60 million in 1958 representing an increase over estimates of nearly So. 8 million, resulting from increased revenue from most sources, in particular, import duties, direct taxes and postal services. Expenditure under the territorial budget totalled So. 68.4 million, an increase of So. 7.4 million over the 1958 estimate, which the Administering Authority stated was due to additional expenditure for the development of the internal security services, higher operating costs in the Ministries of Social Affairs, Economic Affairs, Finance and General Affairs, and extraordinary expenditure. The deficit in the territorial budget for 1958 amounted to So. 8.4 million.

132. Actual expenditure under the budget of the Italian Trusteeship Administration totalled So. 44.9 million as against the estimated expenditure of So. 48.2 million. This expenditure, together with the deficit in the territorial budget, was covered by a grant from the Administering Authority of So. 45.7 million and by temporary treasury transactions with the local banks. The difference between estimated and actual receipts and expenditure in 1958, estimated provisionally at So. 538,000, is to be set aside for the establishment of an extraordinary reserve fund.

133. The territorial budget estimates for 1959 comprise estimated receipts of So. 60.5 million and expenditure of So. 70.5 million. Total expenditure of the Italian Trusteeship Administration is estimated at So. 30 million, including So. 9.6 million for economic development. It is estimated that the 1959 contribution from the Italian Government to cover the expenses of the Trusteeship Administration and the estimated Somali Government budget deficit will amount to So. 40 million. Since the commencement of the Trusteeship Administration, the Government of Italy has contributed a total of So. 670 million for civil and military expenditure in the Territory.

134. In its 1957 report, the Administering Authority informed the Council of new direct taxation which would be imposed in 1958. The Administering Authority has now reported that direct taxes in 1958, including income, dwelling, shamba and animal-slaughter taxes, totalled So. 8,240,000 against the estimate of So. 6.8 million. Import duties in 1958 amounted to So. 22 million as compared with the estimate of So. 18 million, export duties to So. 5.6 million as against the estimated So. 4,750,000, and excise duties to So. 6.4 million compared with So. 5.9 million. The Advisory Council has pointed out that the most significant increase of any revenue item is the increase in the yield of import duties, but noted that the 1959 estimated revenue from this source is lower than the actual collections in 1958. The Advisory Council has also drawn attention to the advisability of introducing, as soon as possible a tax on live-stock and a uniform tax on the use of newly developed water and irrigation facilities.

135. The Advisory Council has also pointed out that the most significant increases in budgeted expenditure for 1959 are those for the Ministries of the Interior and of Social Affairs (approximately So. 3 million each) and of the Ministry of Finance (So. 1 million). The increase in the estimate for the Ministry of the Interior is mainly due to the increase in expenditure for the police and ilalos of So. 3.2 million, of which about So. 1 million was transferred from the AFIS (Italian Administration) budget. The Advisory Council also reiterated its concern about the growing size of the police force and the increasing costs it involves, the 1959 estimate of which exceeds somewhat the estimate for 1961-1962 previously made by the Administering Authority.

136. The Trusteeship Council has, in the past, 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 live-stock.

137. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council notes with satisfaction the statement of the Minister of Industry and Commerce of the Government of Somalia that during the tenure of the office of the first Somali Government, territorial revenue has increased by 45 per cent and the yield of direct taxation, mainly of income, by 78 per cent. However, in view of the fact that the over-all budgetary deficit, though decreasing, is still substantial, the Council hopes that the Government, taking into consideration the suggestions of the Advisory Council regarding the introduction of a tax on live-stock and a

fee on the use of the newly-developed water and irrigation facilities, will continue its efforts to increase revenue.

MONEY AND BANKING

138. The Administering Authority informed the Council at its twenty-fourth session that the Currency Circulation Agency (Somalcassa) had begun to function as the Central Bank of Somaliland at the end of 1958, having both a banking and an issuing department. It had been expanded by the creation of a banking section located in Mogadiscio to assume the functions and attributes previously exercised by the Bank of Italy which had ceased to function in Somalia in April 1959, i.e., those of a currency issuing agency, including rediscounting services, investing in public securities or those having public guarantees, and a treasury service for the Trusteeship Administration and the Government of Somalia account. Also its governing body has been expanded to include four members nominated by the Trusteeship Administration in consultation with the Government of Somalia; three Somalis and one Italian have been so nominated. The above represent an important step towards the complete Somalization of the Agency. The issue section will continue to function in Rome but will be transferred to Somalia prior to 2 December 1960. It is the Administering Authority's intention to retain responsibility for monetary circulation and monetary reserves until independence is proclaimed, when it will be only necessary for the Somali Government to enact the required legislation and appoint its own staff to the various statutory bodies. The purpose is to ensure that the new State will have a stable, independent currency backed by 100 per cent reserves consisting of gold, silver and foreign exchange (mainly United States dollars).

139. The Administering Authority informed the Council at its twenty-fourth session that, in February 1959, an autonomous section for granting medium- and long-term credit had been instituted in the Somali Credit Institute; (Credito Somalo) thus completing the local banking organization. The section will have its own capital fund established by an initial grant of So. 1 million and will obtain additional working capital from rediscounting and from long-term loans obtained from international institutions. In this latter connexion, a loan of $2 million was negotiated from the United States Department Loan Fund in March 1959 repayable in 15 years with interest at 4 per cent, provided interest charged by the Credito Somalo does not exceed 7 per cent. Repayment may be in local currency and the possibility of reinvestment of this local currency is provided in accordance with the terms of the United States Mutual Security Act of 1954. A proposal for a grant of So. 300,000 to this section of the Institute by ASES, as well as a similar grant to the buildings credit section of the Institute by ASES are under consideration.

140. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council takes note of the statement of the Administering Authority that the Currency Circulation Agency (Somalcassa) began to function as a central bank in April 1959, that its banking section is now located in Somalia while its issue section will continue to function in Rome until its transfer to Somalia upon independence, that its governing body has been expanded to include four members nominated by the Administering Authority in agreement with the Government of Somalia and that three Somalis and one Italian have been so nominated, that it is the Administering Authority's intention to retain responsibility for the monetary circulation and the monetary reserves of the Territory until independence in order to ensure that the new State will have a stable, independent currency backed by 100 per cent reserves of gold, silver and foreign currency, mainly United States dollars. It notes with satisfaction that steps are now being taken to select qualified Somali candidates for service in the Somalcassa and expresses the hope that sufficient Somali personnel will be trained to assume full control of the operations of the Central Bank of Somalia upon independence.

The Council, recalling its previous recommendation, notes with satisfaction the provision of medium- and long-term credit facilities by the Credito Somalo and expresses the hope that these facilities will continue to be expanded.

TRADE AND BALANCE OF PAYMENTS

141. The balance of payments showed an over-all deficit of So. 6.4 million as compared with a positive balance of So. 7.4 million in 1957, due largely to a reduction in Government transactions from So. 59.8 million in 1957 to So. 43.6 million in 1958. Merchandise trade and transporation in 1958 showed a deficit of So. 16.6 million as against So. 27.5 million in 1957 and So. 33.8 million in 1956. The Administering Authority stated that this reduction was due largely to an increase of So. 18.5 million in exports and of So. 6 million in imports. Earnings in trade totalled So. 83.2 million and payments So. 91.5 million, and in transportation So. 127,800 and So. 8.4 million, respectively. The unfavourable balance of merchandise trade was in respect of the sterling area.

142. The value of exports increased from So. 65 million in 1956 and So. 77 million in 1957 to So. 95.5 million in 1958, while imports declined from So. 115 million in 1956 and So. 117 million in 1957 to So. 102 million in 1958, so that the trade balance showed a deficit of So. 6.1 million as compared with So. 40.1 million in 1957. Italy remains the principal source of imports, furnishing some 53 per cent by value (43 per cent in 1957). Exports to Italy represented 78 per cent of the total (75.6 per cent in 1957). The increase in merchandise imports was due principally to increased imports of foodstuffs, raw materials, fuel and manufactured products, while imports of chemical products and of machinery and equipment declined. The increase in exports was due to increased exports of bananas, canned meat, fish and fish products, wood and charcoal and oil seeds; exports of cereals, sugar and leather declined.

143. At previous sessions, the Trusteeship Council 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.

144. 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.

145. The Minister of Industry and Commerce and of the Government of Somalia stated at the twenty-fourth session of the Council that the deficit in the balance of payments had been reduced by 38 per cent in the past two years and was So. 48 million in 1958 as compared with So. 57 million in 1957 and So. 75 million in 1956. At the inception of the development plans, the deficit had been So. 78 million and whereas the plans foresaw a decrease by So. 20 million over the seven-year period 1954-1960, the decrease already achieved had been So. 30 million.

146. At its twenty-fourth session, the Council adopted the following conclusions:

The Council takes note of the statement of the Minister of Industry and Commerce of the Government of Somalia that the deficit in the balance of payments had decreased by 38 per cent during two years to So. 48 million in 1958 and that since the inception of the 1954-1960 development programme the actual decrease had already far exceeded the estimate for the 1954-1960 development programme. It congratulates the Administering Authority and the Government of Somalia for the success so far achieved and trusts that they will persevere in their efforts to reduce the remaining deficit as rapidly as possible. The Council, recalling its previous observations in this connexion and the recommendation of the 1957 Visiting Mission that the marketing surveys should be undertaken in neighbouring territories, welcomes the statement of the Administering Authority to the effect that such surveys are under way and hopes that they will yield evidence of possible expansion of markets.

AGRICULTURE, ANIMAL HUSBANDRY AND WATER SUPPLIES

147. The main wealth of the Territory is in the form of live-stock, 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 harships. 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.

148. The Administering Authority has reported that 1958 was, on the whole, somewhat unfavourable to dry-farming because of inadequate and poorly distributed rainfall. Practically all crops showed some decrease in area planted and output, exceptions being cotton and sugar-cane. Millet was particularly affected in the dry-farming zone while, in the irrigated areas, planting of cereals and legumes was affected by the good harvests of 1957. The Department of Agriculture and Animal Husbandry intensified its efforts for the improvement of indigenous farming.

149. 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 1958, investment under this programme had reached So. 22.7 million (74.4 per cent) in agriculture and So. 19.6 million (81.3 per cent) in animal husbandry. A major contribution during 1958 was made by the FVS to the improvement of agriculture and animal husbandry in the Upper Giuba region at a cost of So. 300,000. This expenditure enables the regional agriculture service, with the collaboration of an International Co-operation Administration expert, to undertake the construction or restoration of uars (open reservoirs), the distribution of seed and of animal-drawn farming equipment, measures for the storage crops and pest control. The service was also able to intensify its demonstration and extension activities.

150. In other parts of the Territory, the agricultural services developed their pilot demonstration projects, field demonstrations on the land of the farmers, organizing training centres for oxen, and in certain areas for camels. Reduction of manual labour, the cultivation of larger areas, the use of improved or new crop varieties and increased cotton cultivation were all emphasized.

151. In regard to animal husbandry, three dams were constructed in the Giuba River system to the south-west of Chisimaio providing watering for about 70,000 head of cattle in this area which includes some of the best pasturage in the Territory. This work has tended to stabilize the semi-nomadic population in this area. The improvement of the Deshek Uamo has had similar results. This vast natural depression, previously fed by streams which have long since dried up, was successfully connected to the Giuba through a series of depressions and natural canals, thus flooding seasonally a substantial part of its area, and thereby increasing its value both as pasturage and for farming.

152. The Administering Authority has reported that from the commencement of the well-digging programme in 1954 to the end of April 1959, a total of 207 drilled and 135 open wells had been completed and of these, 148 drilled and 101 open had given positive results and were supplying an average of 5,469 cubic metres per day sufficient for the watering of 273,450 head of cattle.

153. The activities of the live-stock experimental farm at Uar Mahan have been intensified. The programme includes the selection, improvement and crossing of local races of live-stock, particularly of cattle, to produce improved breeds; the preparation of live-stock products, particularly packaged butter which is now imported; the encouragement of increased milk production by the cattle-raisers; improved pasture management techniques. In September 1958, a first group of seven Boran bulls were imported from Kenya.

154. The Council at its twenty-second session noted 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.

155. 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, recommended that the Administering Authority should request this assistance and that the relevant United Nations organs should give the most sympathetic consideration to such requests.

156. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority and the Government of Somalia for the progress achieved in the development of agriculture and live-stock industries in the Territory, and in particular for the solution of the cereal grain supply problem to which the Council attaches considerable importance because of uncertain rainfall in the Territory, the considerable extension of irrigation facilities for indigenous farming and in the provision of water supplies for live-stock purposes. It notes the view of the Administering Authority and of the Minister of Industry and Commerce of the Government of Somalia that these measures will play an important part in settling the nomadic peoples of the Territory. The Council hopes that the completion of existing projects will be accelerated, and that new projects will be initiated as soon as possible in order to intensify the utilization of the land and water resources. In this connexion, the Council also hopes that steps will be taken to encourage further diversification of agriculture so as to develop a more stable base for the economy of the Territory, and that particular attention will be given to the further expansion of agricultural and animal husbandry extension services and the training of requisite staff.

LAND

157. The Administering Authority has reported that there was no change in the land tenure situation of the Territory and no problem exists regarding the availability of land.

INDUSTRY

158. In its report, the International 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 greater 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.

159. 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 was the textile plant, which produced 971,372 yards in 1957 but suspended operations in 1958. There are two meat-canning plants. There are also a number of cotton ginneries, leather factories and workshops, furniture and chemical industries, mainly soap, and other food and beverage industries, including alcohol, vegetable oil and canned meat and fish.

160. The Advisory Council expressed the opinion in its 1957 report that further advances would have to be achieved in the agricultural and animal husbandry sectors and in the internal and external marketing arrangements before substantial additional investments in the related processing industries could be stimulated. It noted that progress was made during the year in the Government's programme for promoting indigenous fishing activity.

161. At its twenty-second session, the Council noted the gradual but continued growth of industrial activity and expressed the hope that the Administering Authority would make every effort to encourage industrial development, in particular by the establishment of middle- and long-term credit facilities.

162. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with regret that because of recurring financial losses the only textile factory in the Territory was closed. It expresses the hope that, in view of the possibilities for the production of short-staple cotton in the Territory, steps will be taken by the Administering Authority and the Government of Somalia to encourage the re-establishment of a textile industry on an economic basis.

The Council hopes that in order to encourage diversification of the economy, the Administering Authority and the Government of Somalia will pay particular attention to the establishment of light industries in the Territory.

MINING

163. 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.

164. In its report, the Administering Authority informed the Council that the Sinclair Somal Corporation had abandoned drilling a well in Migiurtinia after reaching depths of 4,500 metres without discovering oil and had attained a depth of 1,240 metres in another well in the Merca area by the end of the year; traces of asphalt were found in this well. The Mineraria Somala company continued its operations in Migiurtinia with negative results. It suspended drilling of one well at a depth of 3,312 metres and commenced drilling another. The total outlay up to the end of 1958 was So. 102.1 million for the Sinclair Somal Corporation and So. 39.4 million for the Mineraria Somala.

165. The licence granted to Frobisher Ltd. to explore for metallic minerals for a period of one year has been extended for another year and the company has applied for a special agreement for hydrocarbon exploration. The Standard Vacuum Oil Company commenced geological surveys in the Mudugh in 1958. In its report, the Advisory Council has reported that an agreement had been concluded between the Government of Somalia and Frobisher Ltd. along similar lines to those previously concluded with the Mineraria Somala and the Sinclair Somal Corporation. The Company agreed to spend a minimum amount increasing annually from So. 225,000 to So. 2,250,000 and to pay rental of between So. 25,000 and So. 50,000 in the event that petroleum is found.

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

GENERAL

166. The representative of the United Arab Republic stated that in the light of recent decreases in the deficit and in the balance of payments, the report of the 1957 Mission of the International Bank had been proved to be pessimistic. He was, however, concerned about the immediate financial help needed for Somalia.

167. The representative of Burma stated that he had been impressed by the willingness and the desire of the Somali people themselves to contribute to the over-all development of their country. There had been a steady and sustained increase in territorial revenue as a result of direct taxation, a record of which the Somali Government could rightly be proud.

168. The representative of France stated that the efforts displayed by the Administering Authority and by the Somali Government to diversify production would lead to a gradual improvement in the balance of payments.

169. The representative of the Union of Soviet Socialist Republics stated that his delegation wished Somaliland to acquire real and full independence. In this connection he expressed concern at the activities of certain Governments which were endeavouring to draw Somaliland into various agreements which could seriously undermine the national sovereignty of Somaliland. He believed that it would have been incorrect to close eyes to such facts as the intensified penetration into Somaliland of foreign companies, the foisting on Somaliland of long-term economic agreements which went well beyond the date of the trusteeship period.

170. The representative of New Zealand noted with satisfaction the large increase in public and private investments which had been made in the past four years. He felt that the confidence shown by investors in the future of Somalia as well placed and that the Government of independent Somalia would continue to follow policies calculated to increase investment in all sectors as rapidly as practicable.

171. The representative of Haiti, while noting that the economic situation is unsatisfactory, expressed confidence that through rational planning the potential resources of the Territory would be exploited so that its economic equilibrium would be restored. The offers of general assistance made by certain States and suitable assistance to be expected from the relevant specialized agencies would help in this connexion.

TECHNICAL AND FINANCIAL ASSISTANCE REQUIREMENTS AFTER 1960

172. The representative of the United Kingdom of Great Britain and Northern Ireland believed that this method of approach which the Somali Government and the Administering Authority were adopting in seeking assistance from the existing international agencies of the United Nations would be the most effective and economical way of securing aid and the way best calculated to promote the interests of the people of Somaliland. He also felt that in the immediate future there existed a need for trained personnel which deserved special attention from the appropriate agencies of the United Nations, including the Technical Assistance Board.

173. The representative of China considered that the scheme concerning the harbour of Chisimaio was the key to the economic prosperity of Somaliland and hoped that, with the encouragement of Italian grants and a guarantee for private investment, the necessary private foreign capital would be forthcoming. He noted that the present Agency for Economic Development of Somaliland would be transformed into a Somali Economic Development Agency with additional powers to co-ordinate and administer external assistance, either bilateral or multilateral, which the Government of Somalia would receive in the future.

174. The representative of the United States of America reiterated his Government's offer to assist Somalia, if the people of Somalia so desired, to maintain its economic stability and to achieve an appropriate level of development ... he period of independence. Such assistance was subject, as was American assistance to other countries, to the necessary United States legislation and appropriations and it would be supplementary to the assistance of Somalia provided by other countries.

175. The representative of the United Arab Republic, recalling that his delegation had previously suggested that a United Nations special fund for Somalia should be established, pointed out that Governments assisting in meeting the current budgetary deficit would be liable to accusations of interference in the domestic affairs of the new State. It would be advantageous if such assistance should be given through a fund under the auspices of the United Nations. Such a fund could further be of great help to Somalia, if its annual contributions gradually decreased over a number of years, after which it was to be hoped the current budget of Somalia would be balanced. He, therefore, suggested that the Council should consider inviting the Secretary-General to set up a simple machinery to administer the fund and to help scrutinize and comment on the draft budget of Somalia, subject to the final decision of the Somali authorities, before each budget was adopted. Countries in a position to assist Somalia in its current budgetary deficit during the first years of its independence might be invited to make their contributions to that fund.

176. He declared that technical assistance and scholarships at present offered to Somalia by his Government would be maintained after independence, if the new State so desired. Noting that the position of Italian officials remaining in the Territory after independence would not be clear until the conclusion of the proposed agreement on Italian assistance to Somalia, he suggested that the Administering Authority might devise a provisional agreement to cover the situation.

177. The representative of Burma considered that the future prosperity of the country depended on the success of the key project for the improvement of the port of Chisimaio which, he hoped, would be financed soon and carried out scrupulously. The Somali Government should lose no time in obtaining as many experts and technicians as possible under the regular programme and the Expanded Programme of technical assistance, and suggested the Member States might even be invited to offer the services of their experts.

He was confident that the Government and people of Somalia would realize the importance of strict economy and austerity in public and private consumption and considered that measures would be needed for many years to come to restrict imports of non-essential commodities.

178. The representative of Paraguay believed that Italy would do everything possible to provide all the necessary technical resources to Somaliland to help improve her agricultural and live-stock industries, as well as the internal structure of the economy, and improve education and public health.

179. The representative of New Zealand felt confident that the assistance required by Somalia would be available. He believed that the Government of independent Somalia would wish to decide how and from whom it should seek this assistance, to explore fully present sources of aid and to make full use of existing United Nations machinery, rather than to seek to have a fund especially set up for this purpose.

180. The representative of India felt that it was for independent Somalia, in full freedom and discretion, to seek and receive economic assistance from whatever source it might be available, without any prior commitment as to the source or nature or the conditions of availability of such assistance. The Administering Authority had already submitted several excellent projects on behalf of the Somali Government to the Special Fund. He did not doubt that these will receive every consideration by the Managing Director and the Governing Council of the Fund.

181. The representative of France felt that the Italian Government should be congratulated for its help over the past nine years. He hoped that Somalia would participate in the operations of the United Nations Special Fund in order to face up to some of its more extraordinary financial needs. He also stated that whatever the merits of a Somali development fund he did not think it was desirable in the light of the existence of the United Nations Special Fund, and that the division of foreign assistance between various funds would perhaps run counter to the purpose which was being pursued.

182. The representative of Australia considered it unnecessary that the Council should recommend a particular and even unique channel for the provision of economic assistance.

183. The representative of the USSR considered that Somalia would require economic assistance in its early stages, but that the Trust Territory should not be saddled with economic or other agreements which would have a binding effect upon the independent country. Any economic assistance given in the future should be on the basis of equality and the strict observance of the sovereignty of Somalia without any political, military or other conditions which would restrict its independence. He felt that Somalia itself, in full freedom and on the basis of its own judgement should seek economic assistance from any available source without prior obligations or commitments. The United Nations, the Special Fund and the specialized agencies had a role to perform in that connexion.

184. The representative of Belgium stated that with regard to the normal financial requirements after independence for the purpose of covering the budgetary deficit, it would be for the Somali Government in full sovereignty to take all necessary measures to obtain such assistance. So far nothing indicated that the Somali Government would be in favour of a special fund such as that suggested by the representative of the United Arab Republic.

185. The representative of the Administering Authority stated that the suggestion for some sort of machinery under United Nations supervision for channelling post-1960 assistance did not correspond with the views of the Government of Somalia. His Government had explored ways and means to meet Somalia's needs after 1960 and had pledged itself to assume a substantial share of the burden, together with other friendly Governments. Further, it was in close touch with the proper bodies in the United Nations, as indicated in document T/1476.

EUROPEAN ECONOMIC COMMUNITY

186. The representative of the USSR considered that the association of the Territory with the European Economic Community was not in keeping with the Trusteeship Agreement since the independent State of Somalia would find it difficult to free itself from the ties that had been forged by the Administering Authority.

MONEY AND BANKING

187. The representative of the USSR stated that the fifteen-year loan agreement between the Credito Somalo and the United States Development Loan Fund had been concluded without consultation with the United Nations Advisory Council and without its agreement. Moreover that agreement would be in force for fifteen years, and its conditions were closely linked to the provisions of the United States Mutual Security Act of 1954. This was an ominous sign and if the economic aid was going to be utilized by the United States for drawing Somalia into its military groupings or into its military and strategic plans, the political and economic independence of Somalia would be seriously undermined.

188. The representative of the Administering Authority in clarification of the loan agreement with the United States Development Loan Fund, stated that the agreement did not irrevocably bind the Somali Government to a fifteen-year agreement. The agreement provided that the Credito Somalo might, up to 31 December 1961, reduce or cancel the authorization loan. It did, however, bind the Government of Somalia, even after independence, to guarantee repayment of any sums disbursed by the Development Loan Fund at the request of the Credito Somalo. The loan agreement was related to the Mutual Security Act of 1954 only in the broadest sense. Should the independent Government of Somalia wish to utilize local currencies generated under the loan agreement for projects within Somalia, it could do so by concluding a second agreement. Such an agreement does not now exist.

TRADE AND BALANCE OF PAYMENTS

189. The representative of Burma considered that the disequilibrium in the balance of payments could be corrected by measures to encourage public and private savings and to enforce compulsory reinvestment of a part of the profits within the Territory.

AGRICULTURE, ANIMAL HUSBANDRY AND WATER SUPPLIES

190. The representative of Burma felt that further efforts should be made to explore other markets for bananas and that the cultivation of cotton should be stimulated by measures to improve the quality of the fibre. The present level of sugar production should be continued and markets further explored.

LAND

191. The representative of the USSR noted that the Administering Authority had alienated land to Italian farmers under permanent ownership on the basis of Italian laws which were effective in Somaliland only up to 1960. He felt that this was not in keeping with the Trusteeship Agreement.

192. The representative of the Administering Authority stated that the alienations of land referred to by the representative of the USSR had taken place in conformity with article 14 of the Trusteeship Agreement, i.e., after receiving the necessary two-thirds majority approval in the Territorial Council. The alienations amounted to 1,366 hectares out of a total of 8 million hectares of agricultural land in the Territory.

INDUSTRY

193. The representative of the USSR stated that there are at present 280 Italian enterprises operating in Somalia under concessions, the time-limits of which do not expire in December 1960. Thus, the independent Somali State would bear the obligatory burden of these foreign firms, a sort of compulsory series of fixtures.

194. He stated that the only textile factory which existed in Somaliland had been closed down, apparently because it was financially unsound, at a time when the whole of the textile requirements were being met by importation from Italy and other countries. He felt that this might be the reason why the factory had been closed down.

195. The representative of the Administering Authority stated that the textile factory had been closed down because it had operated at an annual loss of about So. 500,000 for many years since its prices were not competitive. The Administration had acted in accordance with the recommendation of the 1954 Visiting Mission which had advised that appropriate steps should be taken to avoid further damage to the Territory's economy. Imports of Italian cotton goods in 1958 had declined somewhat.

MINING

196. The representative of the USSR stated that there were at the present time in Somaliland five American companies feverishly trying to find oil. If oil should be found, long-term agreements concluded without participation of the Somali Government would come into effect. Thus the independent Somalia would be bound by agreements it had never entered into and this was contrary to the Trusteeship Agreement and its provisions.

197. The representative of the Administering Authority pointed out that oil companies operating in Somalia were granted concessions under Ordinance No. 13 of 1951 which had been adopted after debates in the Territorial Council and consultation with the Advisory Council. The risks involved in these operations were of such magnitude that the investors must be given a fair chance of making a reasonable profit or there would be no investment. He felt that oil could change the pattern of the economy of the Territory and assure the Somali people of higher and more stable standards of living, and it was not for the Administering Authority to deprive the Somalis of this opportunity.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

198. The Council has previously stressed the need for specific plans in relation to social welfare, labour legislation and public health, and has given particular attention to the fundamental problem of nomadism. At its twenty-second session, it adopted a recommendation whereby it considered 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.

199. The Advisory Council noted that a Labour Code had been enacted in the Territory and that a progressing change in the traditional role of women in Somalia was evident. In both general and municipal elections women were given the right to vote. One woman was elected to the municipal council of Mogadiscio.

200. The Advisory Council commended the Somali Government for having introduced a bill in the Legislative Council for the abolition of arifato.[15/]

201. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes the progress achieved in the gradual settlement of the nomadic and semi-nomadic elements of the population of the Territory. It commends the Administering Authority and the Government of Somalia for the measures taken to encourage and facilitate this process under the 1954-1960 development plans, including the drilling of deep wells, the excavation of shallow wells and open reservoirs and the projects for the more effective utilization of the waters of the Scebeli and Guiba Rivers for agricultural and animal husbandry purposes. It considers that the results have been encouraging but that much remains to be done, not only in regard to the settling of the nomadic peoples but also for the integration of the newly-settled communities into the political, social and economic structures of the modern State of Somalia. It hopes that the Government of Somalia will continue to give high priority in the allocation of its financial and technical resources to the solution of this basic problem of the Territory. In this connexion the Council welcomes the contemplated abolition of the custom of arifato.

The Council notes with satisfaction that the Somali authorities propose to strengthen the drive for na-

15/ Arifato is the system whereby one tribal group is adopted as a client (arifa) by another larger group. The arifa enjoys use of the tribal land and other benefits, and in turn shares in the collective responsibilities of the patron tribe and acknowledges the authority of its leaders.

tional unity and harmony and to discourage tribal consciousness in the political life of the Territory.

The Council, recalling its previous recommendation, notes with satisfaction the extension of the franchise to women in the new electoral law.

FREEDOM OF THE PRESS

202. The Law on the Press[16] came into force on 20 January 1959 (according to the Advisory Council). The Advisory Council, in its observations submitted to the Administering Authority, considered that the exemption from the provisions of the law in favour of Government newspapers should concern primarily official and other technical publications and suggested that the Government newspaper Il Corriere della Somalia, which is the only newspaper published in the Territory, should be subject to the law.

LABOUR

203. The new Labour Code[17] of Somalia came into force on 1 January 1959. The Administering Authority stated that suggestions of the Advisory Council, the Somali Government and other bodies were taken into consideration in drafting the Code.

204. The Code sets out legal provisions regarding apprenticeship, minimum wages, hours of work, night work, employment of women and children, workers' houses, rest periods and vacations. It provides for collective bargaining to determine the conditions of employment and abolishes penal sanctions for breaches of employment contracts, in conformity with international conventions. Individual contracts may not determine the conditions of employment unless they are more favourable to the worker than collective contracts which may exist in the same sector. The Labour Code guarantees the freedom of association and the right of trade unions to strike; this right may, however, be suspended in time of danger, public calamity and grave collective necessity.

205. The Department of Labour, established under the Ministry of Social Affairs in 1957, is responsible for the day-to-day supervision of labour relations and implementation of the Labour Code. The responsibility for the interpretation of the provisions of the Code rests largely upon the Minister of Social Affairs. The Advisory Council considered that unusually wide powers had been given to the Minister and that much would depend on impartiality in the interpretation of the Code and in the exercise of the discretionary powers under the Code. The Somali Government intends to establish labour inspectorates in the more important districts of the Territory to ensure that provisions of the Labour Code are respected, to act as employment offices by keeping lists of job applications from which employers may select workers, and to act as conciliators in solving labour disputes. In other districts, the district commissioners will perform the functions of labour inspectors.

206. According to the Advisory Council, there were three trade unions in the Territory before the new law came into force. Under the new Code, one of these unions was reorganized into a confederation embracing five unions which were registered with the Ministry of Social Affairs: a union for industrial workers with approximately 1,200 members, a union for commercial workers with a membership of about 200 workers, a union for dock workers with 2,000 members, a union for clerks (including government and private employees) having some 1,500 members and a union of agricultural workers with some 4,000 members.

207. Owing to a moderate increase in the cost of living, employers in several cases had to revise basic salary scales. While the Government did not find it necessary to take any special measures in this respect, it intended to undertake a study of the criteria which might determine the minimum salaries of workers. The Administering Authority noted a gradual increase in skilled labour. Several union representatives had requested that the Government should intensify vocational education. The Administering Authority noted with regret that some 130 persons, mostly women, had remained without employment after the closing down of the only textile factory in the Territory.

208. The technical assistance provided by the ILO has continued. A study on compulsory insurance and the possibilities of extending sickness insurance to certain categories of Somali workers and their families was prepared by an expert from this organization.

209. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council welcomes the enactment of the first Labour Code. It hopes that the implementation of the Labour Code will assist in the maintenance of good labour relations in the Territory.

SOCIAL SECURITY

210. Workers in certain types of industries are insured against accidents and occupational diseases through the Cassa per le Assicurazioni Sociali della Somalia. At the end of 1958, there were 12,683 Somalis and 773 Europeans insured. According to the Advisory Council, plans are under study for an expansion of this scheme and a contributory health insurance scheme with a view to including a wider range of Somali workers.

211. At its sixteenth session, the Trusteeship Council had recommended that the Administering Authority, in consultation with the Advisory Council, should evolve a scheme for the rehabilitation of unemployed ex-servicemen who had been in active service with the Italian armed forces, and should consider adequate measures to alleviate the conditions of orphans and destitute children of former servicemen, while in the meantime continuing to assist ex-servicemen and their dependents in finding suitable means of livelihood. The Advisory Council reports that an Italian new law[18] applies to Somalia ex-servicemen the pension provisions previously accorded to ex-servicemen in Eritrea and Libya. It is estimated that 30,000 ex-servicemen will have received either a lump sum gratuity or a pension by the end of 1960. Meanwhile, allowances ranging from So. 50 to So. 150 per month are being paid to eligible ex-servicemen.

212. At its twenty-fourth session, the Council adopted the following conclusion:

16/ Law No. 3 of 15 January 1959.

17/ Decree-Law No. 25 of 15 November 1958.

18/ Law No. 1053 of 27 October 1957.

The Council welcomes the statement of the Administering Authority that the direction and control of the Cassa per le Assicurazioni Sociali della Somalia *will shortly be handed over to the Somalis.*

MEDICAL AND HEALTH SERVICES

213. 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.

214. At its twenty-second session, the Council noted with satisfaction the steps taken by the Government of Somalia to modernize the Territory's health and medical services, and the programme of the Administering Authority to train indigenous personnel and hoped that this programme might be intensified. It commended the Administering Authority and the Government of Somalia for the campaign against malaria and for establishing new dispensaries and expressed the hope that increasing efforts would be made to establish essential medical services in those regions in which there was need for such services.

215. In its annual report, the Administering Authority stated that the health situation was on the whole satisfactory and that the incidence of the various groups of infectious diseases had shown a descending trend. Programmes in the field of public health were continued during the year in close collaboration with WHO and UNICEF. An increasing number of experts, technicians, equipment and supplies were provided by these agencies (including veterinary services). The anti-malaria campaign was intensified with the spraying of about 1,000 villages, thus giving direct protection to some 206,000 persons. Expenditure on public health amounted to So. 9,549,988 in 1958 as against So. 10,047,000 in 1957. The amount contributed by UNICEF to the anti-malaria campaign was approximately So. 238,000. A milk-feeding programme was also carried out by UNICEF.

216. The Advisory Council stated that the persistence with which the incidence of tuberculosis, malaria, intestinal and pulmonary diseases remained high indicated the need for additional expenditure on public health. Tuberculosis remained the most difficult health problem of Somalia, a problem which required urgent action. According to the Administering Authority, a new campaign against tuberculosis is to be started in July 1959 with the assistance of WHO and UNICEF.

217. During 1958, there were eighteen Somalis studying medicine in foreign universities. In addition, thirty-five medical and social assistants were sent to Italy to qualify for the diploma of "medical aide"; five midwives and nurses returned to Somalia after completing their studies under a WHO scholarship. In the Territory itself, 230 Somali auxiliary personnel were receiving in-service training as midwives, nurses or medical and social assistants. The courses are conducted by a WHO officer under a technical assistance project with the collaboration of the Somali Government and the Agency for the Economic Development of Somalia. Plans for the construction of a training pavilion at the De Martino Hospital were approved during the year. The twenty-seven technicians working in government laboratories will receive further specialization.

218. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with concern that there are too few doctors in the Territory and that there is no qualified Somali medical practitioner. However, it notes that a number of Somali medical students will be completing their training in the next few years. The Council considers that the Territory will continue to need foreign medical personnel for some time to come and hopes that Member States will respond to any request the Government of Somalia or the Administering Authority may make on its behalf. It commends the World Health Organization and the United Nations Children's Fund for participation in the establishment of a health training school in Mogadiscio, including the urban and rural training centres for Somali medical and health personnel.

The Council commends the Administering Authority, the Government of Somalia, the World Health Organization and the United Nations Children's Fund for the preparation and implementation of the initial stages of an anti-tuberculosis campaign in the Territory. The Council hopes that this campaign will meet with every possible success.

The Council wishes to express its appreciation of the assistance given by the United Nations Children's Fund to the Government of Somalia for the purpose of alleviating food shortages caused by drought in certain parts of the Territory.

The Council commends to the attention of the Administering Authority and the Government of Somalia the observations of the World Health Organization contained in document T/1475.

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

GENERAL

219. The representative of the USSR noted the legislative measures which were being taken by the Somali Government and people in the social field, including equal pay for equal work without regard to sex, the organization of unions, the conclusion of collective bargaining agreements, etc.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

220. The responsibility for developing education now belongs 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 and certain of the regional directors of primary education. Italian schools, however, are under the supervision of the Office for

Italian Affairs. The Somali Government's budget for education in 1958 amounted to So. 5,380,326, as compared to So. 4,066,192 in 1957. The 1959 budget estimates allocate So. 6.3 million for education, or approximately 9 per cent of the total budget.

221. The Government's policy aims at consolidating the existing educational structure. Particular attention has been devoted to the training of teachers and to preparation of students for higher studies in the fields of administration and science. The School of Public Administration has been transformed into a Technical and Commercial Institute from which a first group of accountants would graduate at the end of the 1962-1963 school-year.

222. At its twenty-second session, the Council noted with satisfaction the progress of educatinonal facilities. However, it noted that there was need for a further expansion of primary, secondary and technical education, and urged that the necessary steps be taken to this end. The Council was confident that, as the financial situation improved, additional funds could be devoted to the expansion of existing programmes and in particular to the development of secondary and technical education.

223. A new five-year education plan is to be prepared in consultation with a UNESCO expert in 1959. The five-year education plan 1952-1956 was extended to the end of 1958 and its main objectives had been realized by that date.

224. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction that the 1952-1956 education plan, subsequently extended to 1958, has been completed and that its main objectives have been achieved. It welcomes the information that the Administering Authority and the Somali Government, with the assistance of the United Nations Educational, Scientific and Cultural Organization, intend to formulate a new five-year plan for education and that this plan will take into account the need for a further expansion of the educational facilities of the Territory. The Council is appreciative of the assistance given by the United Nations Educational, Scientific and Cultural Organization in the development of the Territory's education system.

The Council notes encouraging developments in this field, including the increase in primary school enrolment and attendance, both of boys and girls, the extension of facilities for secondary education and the increase in the number of students undergoing teacher training. The Council welcomes the establishment of a new fundamental education centre with the assistance of the United Nations Educational, Scientific and Cultural Organisation and also the assistance given by the International Labour Organization in the development and operation of a vocational training centre in the Territory. It hopes that the United Nations Educational, Scientific and Cultural Organization and the International Labour Organisation will be able to continue to participate in the operation of these important centres and that both will be able to offer additional assistance.

The Council also wishes to express its appreciation of the assistance given by those Governments who have offered scholarships for study at institutions of higher education in their respective countries and have provided teachers for service in the Territory. It welcomes the statement of the Minister of Industry and Commerce of the Government of Somalia that by 1960 the country will be able to count on nearly fifty graduates from various universities and that the number of graduates will continue to increase in the future.

SCHOOLS

225. A distinction is 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. There are also private schools which do not have to follow government curricula. Their diplomas are not recognized by the Government, with the exception of the Indian and Pakistani schools whose curricula are similar to those of the public schools. According to the Advisory Council, several private schools are receiving assistance from the United Arab Republic in the form of teachers and books. During the year, the number of private schools increased to nine and the number of teachers to sixty-seven. There were 1,532 boys and girls enrolled in day classes and 600 adults taking evening courses.

226. As reported by the Administering Authority, the number of government primary schools increased from 132 in 1957 to 160 in 1958-1959. The same buildings are used both for day (children's) classes and night (adult) classes. The Advisory Council states that there are secondary schools of four different types in the Territory, all located in Mogadiscio: the Somali Lower and Upper Secondary Schools, and the Italian Scuola Media Inferiore and Liceo Ginnasio. Students wishing to take up teaching may enter the Teacher-Training Institute, while students intending to graduate as jurists of Moslem law and teachers may enter the School of Islamic Discipline. In addition, there are six vocational schools: the Agricultrual College, the Maritime and Fishing School, the Industrial School, the School of Home Economics, the Commercial School and the new Technical and Commercial Institute which has replaced the School of Public Administration.

STUDENTS

227. The school-age population was estimated by UNESCO in 1957 at 225,000 children between five and twelve years old. The 1957 Visiting Mission noted that the enrolment of children in schools was low, being 12,557 in 1956-1957, while the target of the five-year plan had been 22,080. 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.

228. The enrolment figures for the school year 1958-1959, together with those for 1957-1958, were as follows:

A. PRIMARY SCHOOLS

	1957-1958	1958-1959
Day courses		
Somali schools	13,783	15,972
Italian schools	1,133	1,029
Indian and Pakistani schools	73	83
	14,989	17,084
Evening adult courses		
Somali schools	17,741	18,156

B. SECONDARY SCHOOLS

	1957-1958	1958-1959
Somali lower secondary school	189	237
Somali upper secondary school	57	135
Italian intermediate school	81	82
Classical lyceum	7	-
Scientific lyceum	89	72
	423	526

C. VOCATIONAL AND SPECIAL SCHOOLS

	1957-1958		1957-1958
	Enrolled	Attending	Enrolled
Teachers Training Institute	33	31	91
School for Islamic Discipline	299	243	247
School of Home Economics	62	32	51
School of Public Administration	89	68	49
Technical and Commercial Institute	-	-	35
Industrial School	194	167	301
Agricultural College	60	63	75
Commercial School	261	133	99
Maritime and Fishing School	93	78	75

D. HIGHER EDUCATION

	1957-1958	1958-1959
Higher Institute of Legal and Economic Studies		
Italians	4	1
Somalis	58	32
	62	33

229. The Advisory Council stated that there had been a notable rise in female school enrolment during the year, particularly in primary evening courses. The Administering Authority reported that a new school for girls was under construction.

TEACHERS AND TEACHER TRAINING

230. 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. The following table shows the number of teachers in Somali government schools over the last two years::

	1957-1958			1958-1959		
	Italian	Somali	Arab	Italian	Somali	Arab
Infant and primary	144	466	-	104	474	-
Secondary and vocational	92	19	6	97	13	17
Higher Institute of Legal and Economic Studies	4	-	-	4	-	-

231. There are also sixty-five Italian and five Somali teachers teaching in the Italian, Indian and Pakistani schools. The remuneration of Italian personnel teaching in Somali schools is supported by the budget of Somalia.

232. The period of study in the Teacher-Training Institute was restored to three years in 1958, with the result that no new teachers graduated from the school that year. All Somali teachers will henceforth be trained locally. The Advisory Council observed that there was an output of only about twenty teachers annually and that a more concerted attack on this problem was needed.

HIGHER EDUCATION

233. 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 1958, courses in sociology and Islamic law were added to the curriculum of the Institute. As a result of the transformation of the School of Public Administration into a Commercial Institute, the status of the Institute has changed considerably, and graduates from the Institute (nineteen in 1958) can now enter the third year of the Faculty of Political Science in the University of Rome.

FUNDAMENTAL EDUCATION

234. The Fundamental Education Centre at Dinsor was established under the UNESCO Fundamental Education Projet in 1954 in order to train Somali staff with a view to establishing community centres in different parts of the Territory. In 1958, a plan was agreed upon with UNESCO experts for expanding fundamental education programmes; however, the experience at Dinsor was suspended owing to the numerous difficulties which impeded its success. A new training centre, the Somali-UNESCO Fundamental Education Centre (SUFEC) was inaugurated at Villabruzzi in August 1958; thirty students possessing elementary degrees will follow a two-year programme of courses in sociology, public health, agriculture, economics, foreign languages (English and Arabic) and general education, as well as practical work. The Centre will also help in promoting the social and economic conditions of the Mobilen Region where it is located. Investments in fundamental education in 1958 amounted to $35,000 by UNESCO, So. 10,000 by the Somali Government and So. 60,400 by the Administration.

235. The Advisory Council reports that a new training centre will be established at Baidoa in 1959, with the aim of improving the techniques of artisans in local villages. The forty trainees (twenty men and twenty women) will also be prepared as progressive promoters of social and economic development among their people.

SCHOLARSHIPS

236. Scholarships from various sources were awarded to Somali students during the year. Nineteen graduates from the Higher Institute of Legal and Economic Studies were sent by the Administering Authority to the Faculty of Political Science in Rome; the Administering Authority also granted scholarships to six students from the Upper Secondary School for the year 1958-1959, and, according to the Advisory Council, forty scholarships were awarded to selected teachers and graduates from the School of Public Administration to visit and observe the organization and administration of schools, factories and other establishments in the most important towns of Italy for three months. A plan has been worked out for providing scholarships to graduates of vocational schools. The Advisory Council also stated that three scholarships were awarded to Somalis by UNESCO, and three were made available to the Somali Government by the ILO. Two Somali officials were taking a six-months' training course in economics at United Nations Headquarters, New York, in 1958-1959. Twelve Somali students were studying in the United States of America in 1958 under the International Co-operation Administration and nine new scholarships were awarded to Somalis by the United Arab Republic Government.

Chapter IV

CAMEROONS UNDER BRITISH ADMINISTRATION

I. GENERAL

1. A description of the Territory and its peoples has been given in previous reports of the Council to the General Assembly, particularly in the report to the General Assembly at its eleventh session.[1/] A more recent detailed account may be found in the report of the 1958 Visiting Mission to the Territory.[2/] The Visiting Mission observed that the population in the Southern Cameroons in 1958 was probably well over 800,000 while in the Northern Cameroons it was more than 760,000.

II. POLITICAL ADVANCEMENT

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

2. The present Constitution of the Federation of Nigeria, which by virtue of article 5 of the Trusteeship Agreement is also the Constitution of the Trust Territory and which is still in the process of evolution, is the result of a series of consultations in which Africans from the Trust Territory participated. The last of these took place in two parts: in London during May and June 1957 and again in London in resumed session in September and October 1958.

CONSTITUTIONAL ARRANGEMENTS: DEVELOPMENT OF REPRESENTATIVE, EXECUTIVE AND LEGISLATIVE ORGANS AND EXTENSION OF THEIR POWERS

3. The constitutional arrangements which were agreed upon at the 1957 Nigeria Constitutional Conference and the extent to which they had already been implemented by the early part of 1958 were described in the Council's report to the General Assembly at its thirteenth session.[3/] These changes envisaged for the Southern Cameroons a status approaching that of a self-governing region within the Federation of Nigeria, while the Northern Cameroons would remain part of the Northern Region, in which certain interim changes would be introduced as a step towards full regional self-government. Changes in the federal government, in which both the Southern Cameroons and the Northern Cameroons as part of the Northern Region are represented, involved the creation of the office of Prime Minister; the establishment of an all-African (except for the presence of the Governor-General) Council of Ministers appointed by the Prime Minister; and the establishment in 1959-1960 of a fully elected and enlarged House of Representatives and of a second new House to be called the Senate. At its twenty-first session, the Council decided to defer its evaluation of the reforms concerning the Cameroons resulting from the Constitutional Conference until after the 1958 Visiting Mission had reported upon the conditions prevailing in the Trust Territory.

4. The Administering Authority informed the Council at its twenty-second session[4/] and the General Assembly at its thirteenth session[5/] of the further implementation of the 1957 decisions and of the results of the Resumed Nigeria Constitutional Conference, 1958. Information on these matters was also included in the report of the Visiting Mission. On 15 May 1958, the ministerial system of government entered into effect in the Southern Cameroons and the Executive Council, with five of its nine members drawn from the majority parties in the House of Assembly, became the principal instrument of policy for those matters within the competence of the Southern Cameroons Government. The five elected Cameroonian members, who included the Premier, were given ministerial responsibilities and controlled many of the departments of government which were provided for in the Southern Cameroons budget. Certain activities remained the responsibility of three ex officio members of the Executive Council (the Deputy Commissioner, the Financial Secretary and the Legal Secretary, whose title was to be changed to Attorney-General). The Commissioner of the Cameroons remained nominally responsible to the Governor-General of the Federation of Nigeria, who is the High Commissioner of the Cameroons, for the administration of the Territory; but he was bound to act for the most part on the advice of the Executive Council.

5. At the 1958 Constitutional Conference, the Secretary of State held preliminary discussions with the Southern Cameroons' representatives concerning further constitutional development. The representatives of the Kamerun National Congress and the Kamerun People's Party (which together then formed the majority group in the Southern Cameroons House of Assembly) stated that the major political objective of their parties was the attainment by the Southern Cameroons of a status of a region equal in all respects with the other regions in an independent Nigeria. The representatives of the Kamerun National Democratic Party, the opposition, said that they did not wish the Southern Cameroons to become a permanent part of an independent Nigeria and that their objective for both the northern and southern sections of the Cameroons was secession from the Federation. They were therefore opposed to further constitutional advance for the Southern Cameroons in any form, which led to, or had as its objective, closer association with Nigeria. It was accordingly agreed with the Southern Cameroons' representatives and subsequently approved by the Conference that no immediate constitutional changes should be made but that it should be open to the Southern

1/ Official Records of the General Assembly, Eleventh Session, Supplement No. 4, (A/3170), p. 110.

2/ T/1426 and Add.1.

3/ Official Records of the General Assembly, Thirteenth Session, Supplement No. 4, (A/3822), volume II, chap. III, paras. 12-22.

4/ T/1393.

5/ See Official Records of the General Assembly, Thirteenth Session, Fourth Committee, 803rd meeting.

Cameroons Government which would be formed after the elections to be held in January 1959 for the new and enlarged House of Assembly to request the United Kingdom to bring into effect any or all of certain changes. The Secretary of State had undertaken that the United Kingdom Government would then give effect to those changes forthwith in so far as they could be made without constitutional amendment, and that the necessary legal instruments should be prepared as soon as possible. Among the changes which might thus be secured by the new Government, on request, would be the withdrawal of the Deputy Commissioner from the Executive Council and the House of Assembly; the appointment of a Minister of Finance to replace the Financial Secretary at a convenient time after the 1959 budget; provision for the appointment of up to three Parliamentary Secretaries; the vesting in the Commissioner of the Cameroons, although under the direction of the High Commissioner, of the reserve legislative and executive powers and the power of assent to legislation; and the establishment of a separate public service. Finally, the 1958 Conference, noting that the 1957 Conference had given implicit approval to the attainment by the Southern Cameroons of full regional status, had confirmed that, if that proved to be the wish of the people of the Territory, Nigeria would welcome the Southern Cameroons as part of the Federation with the status of a fully self-governing region in an independent Nigeria.

6. The Visiting Mission noted that the ministerial responsibilities assumed by the Premier and the other Cameroons ministers during 1958 were of considerable importance and that the construction of the framework of self-government in the Southern Cameroons—within the limits imposed on the one hand by the responsibilities of the Administering Authority and on the other hand by the competences of the Nigerian Federal Government and Parliament—were thus well advanced. The Mission further observed that, as a result of the agreements reached at the resumed Nigeria Constitutional Conference, it could be extended considerably if the Government brought to power in the pending elections so requested.

7. These elections, based for the first time on universal adult male and female suffrage were to take place on 24 January 1959. The Southern Cameroons House of Assembly, as agreed at the 1957 Conference, would then be enlarged from thirteen to twenty-six elected members. The three ex officio members of the Executive Council would remain unless, in the circumstances referred to above, the Deputy Commissioner and the Finance Secretary were withdrawn, and there would be provision for two special members, to be nominated by the High Commissioner after consultation with the Premier, to represent interests not otherwise adequately represented. A Speaker would be appointed and the Native Authority members would disappear.

8. Provisions were also made during the year for the setting up of the consultative Southern Cameroons House of Chiefs in which the traditional authorities will be able to express their views on public affairs.

9. As far as concerns the Northern Cameroons, at the 1957 Conference the representatives of the Northern Cameroons joined with other delegates from the Northern Region of Nigeria in the statement that they did not want immediate self-government for the Northern Region. During 1958, however, the government party asked that this should be granted in 1959 and the resumed Conference recommended that constitutional provision should be made for the Northern Region to become self-governing on 15 March 1959. In preparation for this, two of the three official members were withdrawn from the Executive Council and from the Northern House of Assembly. The only remaining official member was the Attorney-General, who was retained on account of his special qualifications. The Governor continued to preside over the Executive Council, but, subject to the Governor's constitutional obligations to maintain public faith, public order and good government, the main responsibility for the conduct of the Northern Region's affairs had passed into the hands of the elected representatives of the people. In order that the interests of the northern part of the Trust Territory might be more fully safeguarded, the Government had enlarged the composition of the Northern Cameroons Consultative Committee by the addition of representatives from remoter districts and had constituted it a formal committee of the Executive Council. There also remained the office of Minister for Northern Cameroons Affairs in order to ensure that special attention should be given to the particular problems of the Trust Territory.

FUTURE OF THE TRUST TERRITORY

10. At its twenty-first session, the Council, having been informed of the approach of the Federation of Nigeria towards independence, took note of a statement by the Secretary of State for the Colonies of the United Kingdom that there could be no question of obliging the Cameroons to remain part of an independent Nigeria contrary to her own wishes and that before Nigeria became independent the people of the North and South sectors of the Cameroons would have to say freely what their wishes were as to their own future.

11. Subsequently, in a memorandum[6/] to the Council at its twenty-second session, the Administering Authority pointed out that when it relinquished its power of administration in the Federation of Nigeria, it would no longer find it possible in accordance with the Trusteeship Agreement to administer the Cameroons as a part of Nigeria and stated that it was therefore necessary to consider what arrangements should then be made for the administration of the Trust Territory—arrangements which, it stated, must involve either the modification or the termination of the present Trusteeship Agreement. The Administering Authority mentioned further that it had promised that the inhabitants of both the northern and southern sections of the Trust Territory would be given an opportunity freely to express their own wishes about their future. In reporting on the results of the resumed conference to the General Assembly at its thirteenth session,[7/] the representative of the United Kingdom stated that the official report issued at the conclusion of the Conference referred to a statement by the Secretary of State for the Colonies on behalf of the United Kingdom Government, that if a resolution was passed by the new Federal Parliament early in 1960 asking for independence, the United Kingdom Government would agree to that request and would introduce a Bill into Parliament to enable Nigeria to become a fully independent country on 1 October 1960. The Federal Prime Minister of Nigeria and the Pre-

6/ T/1393.

7/ See Official Records of the General Assembly, Thirteenth Session, Fourth Committee, 803rd meeting.

miers of the Nigerian Regions had expressed their desire that on independence Nigeria should become a full member of the Commonwealth and that there should continue to be close co-operation between the United Kingdom and Nigeria.

12. At its thirteenth session, the General Assembly adopted a resolution[8/] concerning both the Cameroons under British and the Cameroons under French administration in which it, inter alia, noted the statement made by the representative of the United Kingdom that the Cameroons under United Kingdom administration was expected to achieve in 1960 the objectives set forth in Article 76 b of the Charter of the United Nations and requested the Trusteeship Council to examine, at the earliest possible date during its twenty-third session, the reports of the Visiting Mission which was at that time visiting the two Cameroons and to transmit them, with its observations and recommendations, to the General Assembly not later than 20 February 1959, to enable the Assembly to take, in consultation with the Administering Authorities, the necessary measures in connexion with full attainment of the objectives of the Trusteeship System in the two Territories. The General Assembly decided in a second resolution[9/] to resume its thirteenth session on 20 February 1959 to consider exclusively the question of the future of the two Trust Territories.

13. As part of its terms of reference, the Visiting Mission had been requested 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 the Territory to express their wishes concerning their future.[10/] The Mission reported[11/] that the question of the future of the Territory had assumed immediacy not so much because of its own progress towards the objectives of trusteeship as because of the imminent attainment of independence by both of its much larger neighbours: the Federation of Nigeria, which expected to become independent on 1 October 1960, and the Cameroons under French administration, which expected independence on 1 January 1960. Each of these emergent States had indicated its willingness to have the Cameroons under British administration join it if the peoples of the Trust Territory should so desire.

14. In coming to its conclusions on the matter the Mission recalled the circumstances which had led the Northern Cameroons to be administered as a part of the Northern Region of Nigeria and the Southern Cameroons to follow a separate course, in association first with the Southern Provinces and then with the Eastern Region of Nigeria, and since 1954 as a separate entity within the Federation. The Mission was convinced that a realistic appraisal of the situation in the Trust Territory as well as a realistic approach to the question of its future required that the Territory should not be regarded as an entity but should be considered in terms of two parts and two groups of peoples, northern and southern, whose history and development had taken distinctly different courses and between which there now existed profound differences both in administrative systems and in political attitudes and loyalties. The Mission accordingly submitted in the first place its opinion that the wishes of the northern and southern peoples of the Trust Territory should be determined separately.

15. Having reported the views expressed to it in the North, the Mission came to the conclusion, on the basis of the facts and opinions known to it—which included considerations of historical and political development which it set forth in its report—that there was no difference of opinion on the principal question of the future of the Northern Cameroons which would require or justify the holding of a formal consultation on the subject. It believed it to be manifestly the opinion of the northern population as a whole, as far as it could be expressed at that time and in the foreseeable future, that it should become permanently a part of the Northern Region of the Federation of Nigeria when the latter attained independence. The Mission accordingly recommended that, if the General Assembly accepted such a union as the basis for the termination of the Trusteeship Agreement, no further consultation need be held.

16. In the Southern Cameroons the Mission found opinion to be clearly divided between two contrary points of view about the future. On the one hand, there was the idea that the Southern Cameroons should on 1 October 1960 become a self-governing region in the independent Federation of Nigeria, remaining under trusteeship until that date. On the other hand, there was the idea that the Southern Cameroons should forthwith be separated from Nigeria, with a view to union with an independent French Cameroons, trusteeship being continued until then. The division between those two approaches to the future was so marked that the Mission came to the conclusion that only the people of the Southern Cameroons, consulted by means of universal suffrage, could determine where the majority lay.

17. Between the Mission's visit and the completion of its report, elections were held to the Southern Cameroons House of Assembly. The party favouring separation from Nigeria came to power with fourteen seats as against twelve won by the two parties standing for permanent federation with Nigeria. The Mission considered[12/] that a new political situation had thus been created which must be given the time necessary to evolve further: to produce general agreement on the future of the Southern Cameroons or, failing that, to allow the practicable choices confronting the people to be precisely formulated. On the face of it, the election results meant that the Cameroons institutions were now controlled, by a small margin, by a political party pledged to try to bring about a change in the existing relationship of the Southern Cameroons with Nigeria: namely, to end the arrangement by which the Southern Cameroons is administered as an integral part of Nigeria. It was to be noted, added the Mission, that this had been regarded by the party as a step to be taken within the framework of the International Trusteeship System, and not as the objective of the System nor, accordingly, the basis for the termination of the Trusteeship Agreement. The party forming the Government appeared to be for the first time in a position to explore, in consultation with the Administering Authority, the practical possibilities and consequences of an administrative separation from Nigeria. It might have to determine, in view of a strong opposition in the House of Assembly equally firmly committed to continued asso-

8/ General Assembly resolution 1282 (XIII).

9/ General Assembly resolution 1281 (XIII).

10/ Trusteeship Council resolution 1907 (XXII).

11/ T/1426 and Add.1.

12/ See T/1426/Add.1.

ciation with Nigeria, whether its political situation was sufficiently secure and its mandate sufficiently clear to enable it to pursue its original course. The Government would no doubt also wish to reconsider the consequences, for the long-term future of the Southern Cameroons, of any action taken while still under trusteeship to separate it from Nigeria. The Mission therefore considered that the new Government should be given time to review its intentions and to consult the House of Assembly and the Administering Authority on them; to proceed, if that was still its purpose, to ascertain by discussion with the Government of the Cameroons under French administration the terms under which some form of unification with that territory might take place; and, finally, to advise the Administering Authority, and through it the United Nations, of its wishes and those of the House of Assembly as a whole on the attainment of the objective of trusteeship and their views on the determination of the opinion of the population.

18. The Mission concluded that if general agreement should develop in the newly-elected House of Assembly concerning the future of the Southern Cameroons, a formal popular consultation might prove to be unnecessary; but if no such agreement emerged, it might only be through a consultation at some appropriate future date, probably a plebiscite, that it would be possible to resolve the basic issues. In that event, the Mission considered that the conditions for such a consultation, including its timing and the question or questions to be put to the people, would have to be determined by the General Assembly and the Administering Authority in consultation, and as far as possible in agreement, with the political parties in the Southern Cameroons.

19. The report of the Visiting Mission on the Cameroons under British administration was examined, as requested by the General Assembly by the Council during its twenty-third session. The Council adopted a resolution[13] in which it took note of the observations and conclusions of the Visiting Mission in its report; considered that these conclusions would require further examination by the General Assembly; and transmitted to the General Assembly the report of the Visiting Mission, the observations of the Administering Authority and the records of the Council's discussion in order that, after due examination in the light of these documents and of any further views that might be expressed before it, the General Assembly might take such action as it deemed appropriate, in accordance with Article 76 b of the United Nations Charter.

20. The General Assembly resumed its thirteenth session on 20 February 1959 to consider the question of the future of the Trust Territories of the Cameroons under French administration and the Cameroons under United Kingdom administration. It adopted a resolution[14] concerning the Cameroons under United Kingdom administration in which it recommended that the Administering Authority, in pursuance of Article 76 b of the Charter of the United Nations, take steps, in consultation with a United Nations Plebiscite Commissioner, to organize, under the supervision of the United Nations, separate plebiscites in the Northern and Southern parts of the Cameroons under United Kingdom administration, in order to ascertain the wishes of the inhabitants of the Territory concerning their future.

21. With respect to the Northern Cameroons the Assembly recommended that the plebiscite should take place about the middle of November 1959, and that the people of the Northern part should be asked:

"(a) Do you wish the Northern Cameroons to be part of the Northern Region of Nigeria when the Federation of Nigeria becomes independent?"

or

"(b) Are you in favour of deciding the future of the Northern Cameroons at a later date?"

The Assembly also recommended that the plebiscite in this part of the Territory should be conducted on the basis of the electoral register then being compiled for the elections to the Federal House of Representatives.

22. With respect to the Southern Cameroons, the General Assembly recommended that the plebiscite should be conducted during the next dry season between the beginning of December 1959 and the end of April 1960 and decided that the two alternatives to be put to the people of the Southern part of the Territory and the qualifications for voting in the plebiscite there should be considered at the fourteenth session of the General Assembly. The Assembly expressed the hope that all concerned in the Territory would endeavour to reach agreement before the opening of the fourteenth session of the General Assembly on the alternatives to be put in the plebiscite in the Southern Cameroons and the qualifications for voting in it.

23. The Assembly decided to appoint a United Nations Plebiscite Commissioner to exercise on behalf of the General Assembly all the necessary powers and functions of supervision, assisted by observers and staff to be appointed by the Secretary-General in consultation with him. The Assembly requested the Plebiscite Commissioner to submit to the Trusteeship Council a report in two parts on the organization, conduct and results of the plebiscites, the first part of the report dealing with the Northern part of the Territory to be submitted in time for transmission to the General Assembly for consideration before the end of its fourteenth session. The Assembly finally requested the Council to transmit to it the reports of the Plebiscite Commissioner, together with any recommendations and observations it considered necessary.

24. Dr. Djalal Abdoh (Iran) was elected by the General Assembly as the Plebiscite Commissioner.[15]

LOCAL GOVERNMENT

25. Local government in both parts of the Cameroons devolves upon the Native Authorities, based initially on traditional groupings and customary recognized heads of authority, which, under the guidance of administrative officials, make and apply local regulations and execute local budgets, the revenues of which are derived mostly from indigenous taxes and government grants.

26. The Council has at past sessions supported the reorganization of local government organs on a more stable and democratic basis, especially in the North. At its twenty-first session, the Council noted the continuing evolution in both parts of the Territory in the machinery of democratic local government and ex-

[13] Trusteeship Council resolution 1926 (XXIII).

[14] General Assembly resolution 1350 (XIII).

[15] Official Records of the General Assembly, Thirteenth Session, 794th plenary meeting.

pressed the hope that the rate of progress would be accelerated.

27. The Visiting Mission reported that in the Southern Cameroons the Victoria Division set for the moment the most outstanding example of local administration. The former Native Authorities had been completely overhauled and reorganized and a single divisional council had been set up to create a strong body capable of providing the necessary services and staff. It consisted of members mainly "elected up" from the membership of five subordinate councils, which themselves were mainly elected by adult suffrage; traditional and women's interests were represented in all the councils by nominated members. The divisional council had a treasury with an annual turnover of £200,000. In the Kumba division, the development of local government had been hampered by the absence of a cohesive traditional society and by the insufficiency of communications. There were thirteen separate councils, all of them elected, but efforts to amalgamate them into three groups had run into difficulties. The organization of the adjoining Mamfe division had been even more difficult: administrative contacts, economic and social development and intercourse between the people were seriously handicapped by the almost complete absence of roads other than the trunk routes from Kumba and Eastern Nigeria. The local administration, which was divided between ten Native Authorities and a Joint Committee meeting quarterly, suffered accordingly in efficiency and resources. By contrast, in the grasslands division of Bamenda, Nkambe and Wum, traditional society was relatively cohesive, communications were easier and better, and cash crops and cattle were putting important amounts of money into circulation. The systems of local administration, while not yet in all cases beyond the influence of chiefs who clung to the old order of things, were gradually taking more impressive shape.

28. In the Northern Cameroons, only one of the three Native Authorities under which the people are governed in their day-to-day life falls entirely within the Trust Territory. This is the Dikwa Native Authority. Of the other two, the Adamawa Native Authority falls partly within the Trust Territory and partly within Nigeria proper, where its headquarters Yola is situated, while the Wukari Native Authority falls, except for the small Tigon, Ndoro and Kentu districts of the Trust Territory, entirely within Nigeria. Both the Dikwa and Adamawa Native Authorities are based on traditional Moslem Emirates. Each Native Authority is divided into districts, each possessing an advisory district council, formally constituted by law and permitted to levy tax rates for local services, and containing a majority of members elected by a system of direct election by the taxpayers. The Native Authority's senior representative in a district is the district head, who is essentially a full-time, paid administrative official and who may be a traditional chief or a public servant appointed by the Native Authority.

29. There are also two town councils within the Trust Territory at Mubi (Adamawa) and at Boma (Dikwa) with a status similar to a district council. Under the district councils are the villages, most of which possess an advisory village council. The Native Authority here is represented by a part-time elected Village Head.

30. In Adamawa, the Native Authority consists of the Lamido, three traditional Fulani councillors, three non-Fulani title-holders and District Heads (two of whom are from the Trust Territory); six administrative councillors nominated by the Native Authority and responsible for one or more Native Authority Departments; six members elected from an advisory Outer Council to represent the northern, central and southern areas of the Emirate (three of whom come from the Trust Territory) and two members representing special interests. The Outer Council consists of thirty-one district heads and forty-three representatives elected on a population basis.

31. In Dikwa, the Native Authority as a result of recent reorganization now consists of the Emir, the district heads of Bama and Gwoza, the local government secretary, the head veterinary assistant, the manager of the Native Authority schools, the senior dispensary attendant, a legal adviser and one administrative councillor. The Minister of Trade and Industry in the Northern Region Government is also a member of the Council. An advisory Outer Council has as its chairman a member of the Native Authority, and consists of the eight district heads, twenty-six members of the district councils, two members of the Bama Town Council and six members nominated by the Native Authority to represent special interests. Elections for the Outer Council as well as district and village councils were held between the months of April and June, 1957. The secret ballot was used in the advanced stages of the elections which, the Mission was informed, resulted in the bringing in of a good deal of new blood and some of the younger men. A start had also been made in securing popular representation at the highest level in the administration by obtaining authority for the election of members from the Outer Council and the Bama Town Council to the Native Authority Council.

32. In the remaining part of the Northern Cameroons there were, until recently, three small Native Authorities: the Tigon district council, the Ndoro Tribal Council and the Kentu district council. Because of disunity among themselves, the Mission reported, they were making slow progress in local government. In June 1958, however, all of the chiefs and elders agreed that a united Native Authority should be formed. The new Authority, constituted on 14 August 1958, was called the United Hills Native Authority. It consisted of sixteen recognized chiefs and twenty-two members elected by secret ballot.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

33. As mentioned above and as reported to the Council at its twenty-first session, the elections on 24 January 1959 for the enlarged Southern Cameroons House of Assembly were held on the basis of direct universal adult suffrage. The same was to be the case in the Southern Cameroons for the Federal elections.

34. No change has occurred in the decision taken at the 1957 Constitutional Conference to restrict to males the franchise in the Northern Region and consequently in the Northern Cameroons in the federal elections. The elections would otherwise be held on the basis of direct adult suffrage. Women were similarly not allowed to participate in the 1956 elections for the Northern Region House of Assembly which were conducted on an electoral college system. In general, there were two colleges, but in some cases, where the electoral district was of great size, three colleges. Voting in the primary elections was by overt methods and in the final electoral colleges by secret ballot.

35. At its twenty-first session, the Council, while welcoming the fact that in the Southern Cameroons women had been given the possibility of participating in the elections, had expressed the hope that universal suffrage would be introduced in the Northern part of the Trust Territory.

36. The Visiting Mission observed that Moslem opinion in the Northern Region as a whole remained opposed to the extension of suffrage to women and considered well-founded a view expressed at Mubi in the Northern Cameroons by members of the Consultative Committee that the question was one which time would resolve, at least in regard to Moslem women.

CIVIL SERVICE; TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY

37. The Northern Cameroons, as the Council has previously been informed, is staffed as part of the Northern Region of Nigeria by that Region's independent public service established under the 1954 Constitution. The Southern Cameroons continued during 1958 to be served by the Federal public service, but, as noted above, the Southern Cameroons Government elected after the January 1959 elections may, if it so wishes, request that a separate public service for the Cameroons be established to which all Southern Cameroonians serving in the Territory would automatically be transferred.

38. According to the annual report, government staff employed wholly within the Trust Territory increased considerably in 1957 from a total of 6,732 to 9;357. Of the latter, 2,716 were employed in the North and 6,641 in the South. Of the total, 7,347 were Cameroonians, 1,872 other Africans and 138 non-Africans. By far the greater number (6,711) of the 1957 total were employed in the Public Works Department.

39. At past sessions, the Council has given particular attention to the need for training Cameroonians for responsible posts in the administration, and at its twenty-first session, noting that their number in the senior posts was still limited, expressed the hope that the Administering Authority would continue its efforts to hasten the training of Cameroonians and to increase significantly the number of technically qualified Cameroonians in positions of higher responsibility in the civil service, including the administration, in the shortest possible time.

40. The Visiting Mission noted that at the time of its visit there were, in the Southern Cameroons Departments, twenty-one Cameroonian senior staff out of a total of 112, and 649 Cameroonian junior established staff out of a total of 853. Both of the main political parties, the Mission observed, accepted the need to employ expatriate officers for a good many years to come and intended to seek their services, but this did not wholly solve the existing problem of staff. The Mission found serious shortages, especially of administrative officers: of a total of twenty posts, only eleven were filled, two of them by officers then on leave in the United Kingdom. The Mission was informed that there was no prospect of any improvement until it became possible to recruit suitably qualified Cameroonian officers.

III. ECONOMIC ADVANCEMENT

GENERAL

41. A description of the general economy of the Territory has been given in previous reports of the Council to the General Assembly. A recent survey of the main features of the economy of the Southern Cameroons, in particular, is to be found in the report of the 1958 Visiting Mission.[16]

42. In 1957, total exports were valued at £5,351,100, the value of the four main exports being given as bananas (£2,821,000), cocoa (£996,000), palm products (£323,000) and rubber (£313,000). Total imports were valued at £2,370,400 and consisted mainly of manufactured goods, metal goods and textiles (£1,884,700) and food, drink and tobacco (£435,900).

43. At past sessions, the Council has been interested, among other things, in ensuring that the resources of the Territory are developed in the interest, and with the full participation, of the indigenous inhabitants and that through various measures the indigenous inhabitants should take an increasing part in the development of the economic resources of the Territory. It has also been concerned with the development of communications, the improvement of peasant agricultural methods, the raising of the standard of living, the prospects for industrial development and land utilization.

44. The Visiting Mission considered with respect to the Southern Cameroons that the financial situation had been much improved by new arrangements introduced during 1958 as a result of the acceptance by the Federal Government of Nigeria of a recommendation of the Fiscal Commission that the area should be treated for revenue purposes as if it were a region of the Federation. The Mission observed that as far as capital resources were concerned, the position of the Southern Cameroons was not yet as sound, and it noted that two of the three important statutory agencies which were designed to complement the activities of the governmental services and departments were also in need of new capital.

45. The Mission, while believing that every possibility of obtaining new capital from outside sources must continue to be explored, felt that the Southern Cameroons would have to rely most of all on a perhaps unspectacular, but it was hoped steady, further extension of cash crop production by its forest and grasslands peoples. Progress in recent years had been encouraging, the Mission observed; the rapid expansion of African banana and cocoa production and the development of coffee growing were striking evidence of this. All this had contributed, and should do so increasingly, to the public funds and eventually to the availability of money for both private and public investment. New forms of production suited to the rural African were being sought; rubber growing had been started; improved cocoa varieties were being introduced; and a Board of Agriculture had been established. A pilot scheme to slaughter cattle at Bamenda and carry the meat by refrigerated truck to the southern markets was about to begin. Overseas enterprise was being encouraged: tea plantations had been started in the Bamenda area and the export of timber had expanded remarkably.

16/ T/1426, paras. 38-47.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

46. The fiscal arrangements which came into effect after the adoption of the 1954 Constitution in the Southern Cameroons and the difficulties which the Government had encountered in finding adequate revenues to meet its needs were explained in previous reports of the Council to the General Assembly. For the last year under these arrangements, 1956-1957, the audited accounts for the Southern Cameroons showed that public revenue had amounted to £1,291,854, of which £354,008 was from ordinary revenue, £30,518 the balance of the Southern Cameroons grant from the Federal Government of Nigeria, for the year 1955-1956, £580,000 the guaranteed grant from the Federal Government for the year, £61,446 from Colonial Development and Welfare grants and £265,880 from capital budget revenue. Expenditure amounted to £1,315,950 of which £271,512 was spent on education, £134,798 on medical services, and £146,863 on public works, £345,537 being capital budget expenditure. There was thus a deficit in the budget of £24,096. No profits from the Cameroons Development Corporation accrued to the revenue during the year since the Corporation had ended the year 1955 with a deficit.

47. Under the new system, which took effect in the 1958-1959 budget estimates, the Southern Cameroons is allocated its estimated proportionate share of the total revenue from import duty on motor spirit; its estimated share of 50 per cent of the import duty on tobacco; one per cent of all other import duties collected for the Federation as a whole (this allocation, based on a revised estimate of consumption, is twice as large as previously); its estimated share of 50 per cent of excise and export duties; and all personal income tax, mining royalties and certain miscellaneous revenues derived from the Southern Cameroons. Moreover, as a result of the decisions taken by the resumed Constitutional Conference, changes in the revenue allocation arrangements for Nigeria as a whole are to be introduced in 1959, and the Mission was informed that as far as the Southern Cameroons was concerned these changes would also be mainly favourable.

48. With the acceptance of the new arrangements, the Federal Government wrote off advances to the Southern Cameroons totalling over £700,000, which had been made under the old system, and the accrued interest on them and a further advance, consisting of working capital totalling £300,000, was to be converted into a grant and the interest due on it waived. In the 1958-1959 estimates, the Southern Cameroons was expected to receive £607,950 as its total share of the federal revenues; the most important item was £279,000 in import duties other than those on motor spirit and tobacco. From revenue collected internally it expected to receive £375,535. A revision of the estimates brought the total recurrent revenue up to £1,262,435 and recurrent expenditure to £1,296,655 envisaging a small deficit; but at the time of the Mission's visit the actual returns had been better than estimated and a deficit was no longer expected.

49. The capital revenues in 1958-1959 were estimated at £723,897 and the balance in the consolidated revenue fund on 31 March 1959 was expected to be only £270,000. For the time being, the only moneys available for payment into the fund were capital grants provided by the United Kingdom under the Colonial Development and Welfare Acts amounting in 1958-1959 to £525,000, grants from the Southern Cameroons Development Agency amounting to £12,500 and a sum of £200,000 resulting from the sale of ex-enemy assets.

50. No separate budget is prepared for the Northern Cameroons since it is administered as part of the Northern Region of Nigeria. An incidental result of the acceptance of the recommendations of the Fiscal Commission was that the Northern Region would receive for the year 1958-1959 a sum of £500,000 from the Federal Government since the Commission considered that the Region had had less than its due share of revenue from certain import duties under the previous system.

51. The Native Authorities continue to maintain their own budgets. In 1957-1958, those in the Southern Cameroons had a total estimated revenue of £304,700 and those in the Northern Cameroons an estimated £332,100.

DEVELOPMENT AND MARKETING AGENCIES

52. The Visiting Mission reported that the Southern Cameroons Development Agency (of whose establishment and functions the Council was informed at its twenty-first session) had since the beginning of 1956 disbursed over £500,000, mainly from inherited funds and from an annual grant from the Southern Cameroons Marketing Board. More than half of this amount had gone to developing the Agency's coffee estate at Santa in the Bamenda area. It had made loans totalling about £75,000 to co-operative societies and private persons and a number of grants for cocoa development and survey and for road development. It had also loaned £50,000 to help establish a bank for the co-operative movement at Kumba. The Agency informed the Mission, however, that it was worried about the sources of its future funds, especially now that it needed capital for other revenue-producing projects. It appeared practically certain that a capital fund of £1 million which the International Bank for Reconstruction and Development had recommended it should obtain from the Federal Government would not be forthcoming.

53. The Southern Cameroons Marketing Board, which had provided the main regular income of the Development Agency by means of an annual grant of £100,000 which had been extended until 1959, had a more specialized purpose. Its function was to secure the most favourable arrangements for the purchase and shipment of produce grown for export—in practice, cocoa, palm oil and palm kernels—for which it fixed basic producer prices for each marketing period. When necessary it, in effect, subsidized those prices by drawing on its financial reserves to cover deficits in its operations; its general reserve stood at £620,837 in September 1957, as compared with over £1 million in 1955. As far as it could afford to, it was responsible for assisting in the economic development of the crop-producing areas; its largest commitment in this respect was the annual grant to the Development Agency.

54. The Northern Regional Development Corporation, whose establishment was welcomed by the Council at its nineteenth session, granted £6,000 to assist the Adamawa Tsetse Control scheme in the Mayo Ine River district during 1957 and issued a loan of £12,500 to the Adamawa Native Authority to finance improvements in the Jada market. A loan of £10,700 for general market improvements was issued to the Dikwa Native Authority and an interest-free loan of £600 was made to the same Authority for the purchase of groundnut decorticators.

55. The Visiting Mission noted, with respect to the Cameroons Development Corporation, whose activities and establishment have been described at previous sessions of the Council, that it functioned on the whole as a tax-paying, self-supporting commercial enterprise, with the important distinction that it was required to pay its annual profits to the credit of the general revenue of the Southern Cameroons. In the three years from 1955 to 1957, it annual production of bananas, palm products, rubber, cocoa, pepper and timber was valued at between about £2.5 million and £3 million annually. In surplus profits it paid to the Southern Cameroons Government £19,200 in 1955, nothing in 1956 and £15,120 in 1957, with an accrued payment of £38,030 due in 1958. In fact, its contributions through direct and indirect taxation and concession rents had been much larger: the total payments to the Federal and Southern Cameroons Government, including the surplus profits already mentioned, were £357,050 in 1955, £155,270 in 1956 and £237,830 in 1957. Nevertheless, the Mission stated, as the Trusteeship Council was aware, the small size of the surplus profits had disappointed previous hopes; it had been recognized that the Corporation needed an injection of new capital if its returns to the Territory were to be appreciably increased, and negotiations had been taking place concerning a possible investment in it by the Administering Authority's Colonial Development Corporation.

CO-OPERATIVE MOVEMENT

56. The Mission considered that no aspect of economic development was more heartening in the Southern Cameroons than the manner in which the co-operative movement had taken hold in recent years among the African growers of cash crops. Since 1955 the number of societies had risen from sixty-three to 150, membership from 4,250 to some 12,000 and the annual value of produce handled from £190,000 to about £1,500,000. The societies grouped themselves into two apex organizations, one handling cocoa, coffee and palm kernels and the other bananas; these, in turn, had formed an engineering and transport union, already a major undertaking; a central financing society was being established; and an organization to supply essential agricultural and marketing equipment was planned.

57. The Council also had welcomed the growth in the number of co-operative societies in the Southern Cameroons and had expressed the hope that increased efforts would be made to encourage the co-operative movement in the Northern Cameroons. During 1957, according to the annual report, there were still only three registered societies in this area, the Dikwa Native Authority Staff Co-operative Thrift and Loan Society, Ltd. with a membership of forty-five and total savings of £331, the Gwoza Co-operative Consumers Society Ltd. with a membership of forty-seven and a working capital of £41, and the Ngale Co-operative Consumers Society Ltd., with a membership of twenty-one and a working capital of £179. Two more societies came into being, however, although they were not yet registered: the Gwoza Co-operative Produce Marketing Society and the Ngala Co-operative Produce Marketing Society. A government co-operative inspector was posted to Dikwa for the latter part of 1957.

COMMUNICATIONS

58. Of all the means of accelerating economic development in the Southern Cameroons, the Mission noted, the improvement of road communications was recognized as presenting the most urgent demands. The Federal Government provided the finance and the Southern Cameroons Government was responsible for the construction and maintenance of the main trunk roads, of which there were 470 miles, and the latter Government was wholly responsible for the secondary trunk roads. The greater portion of federal expenditure in the Southern Cameroons continued to be applied to the reconstruction and maintenance of the main roads, as well as to offices and housing for federal departments. A total of £1,200,000 had been set aside to provide permanent bridges and an all-season two-way road between Victoria and Bamenda, a distance of 264 miles. All the bridges had been completed and a sealed surface laid for at least eighty miles from Victoria; but the greater part of the section between Kumba and Mamfe was still liable to be closed entirely for as much as half the year. There was some hope, however, that it would be an all-season road before the rains in 1960. This was the main artery of the Southern Cameroons and the Mission was convinced that its condition—which diverted a good deal of traffic into the relatively excellent road system of the Cameroons under French administration—had been a serious obstacle to economic and other development, and that its completion was long overdue. Other important works in progress were the reconstruction and sealing of the main road between the Southern Cameroons and Eastern Nigeria, running from Mamfe to the Cross River, and the construction of a new road in the Bamenda area as part of the first link between the Southern and Northern Cameroons. Secondary roads were being developed by the Government under a programme estimated to cost approximately £900,000. The Mission found the authorities concerned—who were now essentially the Cameroonian Ministers in the Government—in no need of reminding of the importance of pushing forward with the development of the infrastructure. Their programmes were continually being set back, however, by rising costs and other difficulties that demanded, above all, additional funds.

59. Progress in the building of roads in the Northern Cameroons was reported in the 1957 annual report. A firm of consulting engineers was producing plans and estimates for a road up the Northern escarpment of the remote Mambilla Plateau at a cost of 30,000. The Beli-Jamtari road, completed at the cost of £99,000, now gave access to Southern Adamawa Trust Territory via the Yola-Jalingo-Beli trunk road. From Jamtari the road was progressing to Serti and thence to the foot of the plateau, whence a new escarpment road would start. Further north, substantial progress had been made on the Yola-Uba-Bama trunk road and it was hoped to reach Madagali by the end of the year. The regional road from Donga to Abong in Benue Trust Territory, eighty-four miles long and costing up to £200,000, had made substantial progress and was now an all-season road for over two-thirds of its length. The Adamawa Native Authority had constructed an excellent all-season road from Mubi to Burha in the Cameroons under French administration and had kept open at considerable expense the line of the trunk road from Jada to Mayo Selbe as a dry season road pending the provision of federal funds for construction of an all-season road.

WATER RESOURCES

60. Fifteen "tapkis" (surface water reservoirs) were completed in the Dikwa Division during the 1956-1957 dry season, and thirteen were under construction during the 1957-1958 dry season. They were proving very successful. Twenty-nine cement-lined wells were also sunk during the year and two additional rural water supply inspectors of works were to be posted to the Trust Territory at the end of the year and would assist in the training of more well crews and the sinking of more wells. In addition, sub-artesian reservoirs of water were discovered at 250' in the Bama and Gulumba districts of the Trust Territory and one artesian supply at 750' at Dikwa.

IV. SOCIAL ADVANCEMENT

MEDICAL AND HEALTH SERVICES

61. Medical services throughout the Territory continued during 1957 to be provided by the Government, the Native Authorities and the religious missions; and, in the south, also by the plantation estates.

62. The total medical personnel in the Territory during the year numbered 720, as compared with 645 in 1956. The 1957 total included twenty-seven registered physicians and surgeons (a decrease of two from 1956). Six hundred and nine of the medical personnel, including twenty-four of the registered physicians and surgeons, were serving in the Southern Cameroons.

63. During 1957, there were nineteen hospitals in the Southern Cameroons, including six run by the Government, nine by the Cameroons Development Corporation, one by a mission and three by the United Africa Company. There were sixty-seven maternity homes, dispensaries and leprosy centres in the Southern Cameroons, while in the Northern Cameroons there were fifty-seven.

64. In the fiscal year 1956-1957, government expenditure on the health services amounted to £149,300, as compared with £200,700 in 1955-1956. The Native Authorities spent £55,700, as compared with £41,600 in the previous year. Of the total public expenditure of £205,000, £173,100 was spent in the Southern Cameroons and £31,900 in the Northern Cameroons, as compared with £216,200 and £26,100 in the previous year. Expenditure by the missions and commercial concerns in the Southern Cameroons amounted to £224,700 and by the missions in the Northern Cameroons to £2,700.

65. At past sessions, the Council had paid particular attention to the expansion of the medical services in the Northern Cameroons.

LABOUR

66. The number of persons employed as wage-earners as of 30 September 1957 numbered 35,573 and of these, which form only a small proportion of the total population, about 80 per cent continued to be employed by the Cameroons Development Corporation. The other two main employers were the United Africa Company (Pamol) Ltd., and Messrs. Elders and Fyffes. Two new timber firms, Messrs. Frandler and Rylke and the Coast Timber Company, began logging operations during the year and, with these additional employers, it was anticipated that about 1,700 to 2,000 workers would eventually be employed in the timber industry.

67. In the Southern Cameroons, government-employed daily rated labour was paid from 2s.4d. to 5s.5d. per day. In the Northern Cameroons, the rates varied from 2s.8d. to 5s.7d. per day.

68. An increase in the wages of the Cameroons Development Corporation labour was agreed upon between the Central Joint Consultative Committee of the Corporation and the Cameroons Development Workers' Union amounting to 4d. per day for daily paid staff and 4 per cent for all monthly paid staff as from 1 April 1957. The new rates were from 3s.1d. to 3s.5d. per day for general labour to 10s.4d. to 11s.4d. per day for the artisan class. Messrs. Elders and Fyffes Ltd. and Pamol Ltd. adopted the same rates and some 25,000 workers benefited by these increases.

69. As in 1956, the trade unions numbered seventeen, with approximately 22,000 members. The year 1957 was the quietest on record as far as trade disputes were concerned. There were eight disputes, generally of a minor nature, involving the loss of 1,314 man-days. Two of the disputes were settled by the intervention of the Department of Labour; the remaining six, which affected the Cameroons Development Corporation, were settled by union officials acting in co-operation with the management.

70. At its twenty-first session, the Council expressed the hope that all possible measures would continue to be taken to improve the material conditions of workers and to foster trade union activity in the Territory.

OTHER SOCIAL QUESTIONS

71. At past sessions, matters to which the attention of the Council was particularly directed in the social field included the desirability of promoting contacts between the peoples of the Northern and Southern Cameroons and the development of community effort among the people, the need to improve the status of women and the complete abolition of corporal punishment. At its twenty-first session, the Council also noted the need for the establishment of an indigenous press in the Territory.

V. EDUCATIONAL ADVANCEMENT

72. At previous sessions, the Council, as well as giving attention to the expansion of the educational system in general, showed particular interest in the need to expand the schools in the north. The Council was also concerned that the number of girls in school should be increased and it expressed interest in efforts to reduce illiteracy in the Territory through adult literacy campaigns. At its twenty-first session, the Council expressed the hope that steady progress would be made towards the goal of free primary education and that the Administering Authority would increase its efforts to expand considerably secondary education throughout the Trust Territory and to provide higher and specialized secondary education for a larger number of indigenous inhabitants. The Council further expressed the hope that the Administering Authority would accelerate the progress in technical education and it requested the Administering Authority to give priority to the development of adult education with the assistance of the advice to be provided by the United Nations Educational, Scientific and Cultural Organization.

73. The number of schools in the Territory during 1957 increased by nineteen to 478 (seventy-five government or Native Authority Schools and 252 assisted and 151 unassisted voluntary agency schools). Of the total number, 459 were vernacular or primary schools, of which 394 were in the Southern Cameroons, three were assisted secondary schools, all in the Southern Cameroons, thirteen were teacher-training centres (an increase of five), of which twelve were in the Southern Cameroons, and three were vocational schools, of which two were in the Southern Cameroons.

74. The number of children in the schools during 1957 was 57,158 (of whom 12,126 were girls), as compared with 52,099 (10,773 girls) in 1956. There were 55,785 children in the vernacular and primary schools (11,993 girls), 460 (fifty girls) in the secondary schools, 705 (forty-seven girls) in the teacher-training centres and 208 (thirty-six girls) in the vocational schools. The number of children in schools in the Southern Cameroons numbered 52,890 (11,099 girls), as compared with an enrolment in the Northern Cameroons of 5,268 (1,027 girls, all attending primary schools except for thirty-six in the vocational school). In 1956, 4,415 children had been enrolled in the Northern schools.

75. The financing of the primary school system in the Southern Cameroons remained a formidable problem. There were several short-falls in the collections of the education rates and a proposal was put forward that any sum required for education within a Native Authority area, or a subordinate Native Authority area, should be included in the normal Native Authority budget of revenue and expenditure and collected as part of the direct tax.

76. Total expenditure on education during 1957 in the Southern Cameroons amounted to £518,900 (£491,300 in 1956) and included £375,500 by the Government and Native Authorities, £52,100 by the missions, £6,900 by commercial companies and £28,900 by the Cameroons Development Corporation, £55,500 being derived from fees. This total included grants-in-aid and Colonial Development and Welfare grants for capital and recurrent expenditure. A total of £265,000 from C.D.W. funds towards the education programme had been approved for 1955-1960 and, by 1957, £110,000 of this had been spent. Total expenditure in the Northern Cameroons amounted to £84,000 (£49,100 in 1956) and included £77,200 by the Government and Native Authorities, £6,600 by the missions and £200 derived from fees.

77. During 1957, twenty-one Southern Cameroons government scholars were attending institutions of higher learning overseas, eight other students were attending University College, Ibadan, and twelve were taking post-secondary courses at the various branches of the Nigerian College of Arts, Science and Technology. The Cameroons Development Corporation gave thirty-six children scholarships to attend secondary schools and thirty-two other awards were made to institutions of various types. Twenty-one teachers were receiving professional training in the Cameroons and one was attending the Institute of Education in London University. Four further scholarships were awarded to employees to study in the United Kingdom. Twenty-seven students were undergoing post-secondary courses on scholarships awarded by the Federal Government.

78. The Ombe River Centre remained the only properly organized centre on a large scale for the training of apprentice tradesmen; it was attended by 153 students in 1957.

79. In commenting on educational progress during the year, the Administering Authority stated in its report that there had been a considerable increase in the enrolment of primary school children in the Northern Cameroons. There had also been more development in the important field of teacher-training. A new centre was opened in the Northern Cameroons during the year and in the Southern Cameroons, the Baptist Mission Elementary Training Centre was opened at Soppo. The total number of teachers in the territory rose to 2,140, of whom 262 were women. There were twenty-five secondary school teachers, of whom five were women. Five men from the Northern Cameroons went to institutions overseas during the year to pursue further studies.

80. Every effort was being made to advance the education of women and, at the end of 1957, there were in the Southern Cameroons three post-primary institutions for women, a secondary school and two teacher-training colleges. Four women were in training outside Nigeria.

Chapter V

CAMEROONS UNDER FRENCH ADMINSTRATION

I. GENERAL

1. The Cameroons under French administration has an area of 432,000 square kilometres. Its population was estimated at the end of 1957 to be 3,223,517, of whom 16,382 were Europeans. A more detailed account of the Territory and of its inhabitants will be found in the report of the 1958 Visiting Mission.[1/]

II. POLITICAL ADVANCEMENT

POLITICAL AND CONSTITUTIONAL DEVELOPMENT

(a) Status of the Territory

2. The Council's previous report to the General Assembly contained an account of political and constitutional developments in the Cameroons up to March 1958, and of the entry into force of Decree 57-501 of 16 April 1957 concerning the Statute of the Cameroons, under which a considerable measure of self-government was granted to the Territory.[2/] At its twenty-first session, the Council noted with interest the able manner in which the Legislative Assembly and the Cameroonian Government had exercised the extended powers granted to them under the Statute, and expressed its pleasure at learning that elements from both the north and south of the Territory had co-operated fruitfully in those institutions. The Council also noted that under the Statute the Cameroonian Legislative Assembly could request further transfers of powers to the Cameroonian authorities. It expressed its conviction that the Administering Authority would receive sympathetically any requests for further transfers of powers which the Cameroonian Legislative Assembly might present to it.

3. On 12 June 1958, the Legislative Assembly of the Cameroons adopted a resolution in which it requested the French Government to amend the Statute of 16 April 1957 so as to recognize the option of the State of the Cameroons for independence upon the termination of trusteeship, and to transfer to it all powers relating to the conduct of its domestic affairs. In accordance with that resolution, the Cameroonian Government entered into negotiations with the French Government, the result of which was the preparation of a new draft Statute for the Territory. This draft was submitted to the Legislative Assembly of the Cameroons, which proposed that it should be amended in several respects. All the proposed changes were accepted by the French Government, with the exception of one, the purpose of which was to exclude from the rights granted to French and Cameroonian citizens their participation in the elections and in political or communal activity in each other's country. A more detailed account of these developments will be found in the 1958 Visiting Mission's report.[3/]

4. The new Statute was promulgated under Ordinance No. 58-1375 of 30 December 1958 and entered into force on 1 January 1959. Under this Statute, in the preamble to which the French Government takes note of the option of the Cameroons for independence, the organization of the State of the Cameroons and its relations with the French Republic until its independence and the termination of the Trusteeship are defined. It provides that Cameroons nationals shall possess Cameroons citizenship, the conditions for which shall be established by Cameroons law. Throughout the French Republic, such citizens shall enjoy the rights and freedoms guaranteed to French citizens; French citizens shall enjoy in the Cameroons the rights attached to the status of a Cameroons citizen, on a basis of reciprocity.

5. In accordance with the Statute, Cameroons affairs are to be managed by the Legislative Assembly and the Cameroons Government. For normal purposes, the French Republic cannot claim any major responsibilities other than those for monetary and exchange policy, foreign affairs, frontier security and the defence of the State of the Cameroons. In case of armed disturbances, however, the High Commissioner and the Prime Minister may issue a joint order proclaiming a state of exception (état d'exception), which has the effect of transferring to the High Commissioner, in a given territorial area and for a fixed period, the responsibility for the maintenance of order, and of putting at his disposal the administrative authority, the personnel, the forces and material means which he requires.

(b) The future of the Territory

6. On 24 October 1958, the Legislative Assembly of the Cameroons adopted a resolution submitted to it by the Cameroonian Government in which it noted with satisfaction the negotiations between France and the Cameroons; solemnly proclaimed the will of the Cameroonian people to attain independence on 1 January 1960; and accordingly called on the Cameroonian Government to request that France "should bring before the General Assembly of the United Nations, during its present session, the matter of the abrogation of the Trusteeship Agreement concomitant with the independence of the Cameroons". In the same resolution, the Legislative Assembly reaffirmed its attachment to the principle of the reunification of the two Cameroons, and urged that all steps should be taken to ensure that the peoples concerned might, in complete freedom, express their will concerning this matter before 1 January 1960.

7. In consequence of this resolution, the French Government, at the request of the Cameroonian Government, raised in the Trusteeship Council, at its ninth special session in November 1958, the question of the termination of trusteeship in the Cameroons. At the 940th meeting, the representative of France recalled that, after the adoption of the resolution of

1/T/1427, paras. 3-5.

2/Official Records of the General Assembly, Thirteenth Session, Supplement No. 4, vol. II (A/3822), pp. 93-95.

3/T/1427, paras. 75-89.

24 October, his Government had declared its intention of affirming in a memorandum to the General Assembly, with the complete agreement of the Cameroons Assembly and Government, "its desire that trusteeship should be ended through the accession of the Cameroons to complete independence after consultation of the Cameroons population, under United Nations supervision and under conditions of which the principle might be decided by the General Assembly and the specific forms of application determined by the Trusteeship Council, account being taken of the report of the Visiting Mission which is to go to the Cameroons in November next." At its next meeting, the Council adopted a resolution[4/] in which, after taking note of the statement by the representative of France, it requested the Visiting Mission to set forth its views on the procedure for organizing the consultation which would enable the people of the Cameroons under French administration to express, at the appropriate time, their wishes concerning their future and concerning the termination of trusteeship upon the attainment of full national independence in 1960.

8. At its thirteenth session, the General Assembly discussed the question of the future of the Cameroons under French administration at the same time as that of the future of the Cameroons under British administration. At the conclusion of the debate, the Assembly adopted a resolution[5/] in which, amongst other things, it noted the declaration of the Government of France that the Cameroons under French administration was to achieve independence on 1 January 1960, thus fulfilling the objectives of the Trusteeship System. The resolution also requested the Trusteeship Council to examine, as early as possible during its twenty-third session, the reports of the United Nations Visiting Mission to Trust Territories in West Africa, 1958, and to transmit the same, with its observations and recommendations, to the General Assembly not later than 20 February 1959, to enable the Assembly, in consultation with the Administering Authority, to take the necessary measures in connexion with the full attainment of the objectives of the Trusteeship System in the two Territories. In a further resolution,[6/] the General Assembly decided to resume its thirteenth session on 20 February 1959 to consider exclusively the question of the future of the Cameroons under French administration and the Cameroons under United Kingdom administration.

9. The Visiting Mission, in its report on the Cameroons under French administration,[7/] stated that it had concluded that the request that the Territory should become independent on 1 January 1960, which was approved in the Legislative Assembly of the Cameroons by a large majority, was also supported by the great majority of the population. It therefore considered that it was not necessary to consult the population on that subject before the termination of Trusteeship.

10. With regard to the suggestions made by some of the inhabitants that a new constitution should be prepared and submitted to the approval of the people in a referendum under United Nations supervision before independence was proclaimed, the Mission considered that the constitution of the new independent State was a purely internal question which the institutions of the Territory could and should determine for themselves. It would be for them to decide whether a new constitution should be drafted before or after the Territory's accession to independence, and to determine the procedures by which the constitution should be approved. The Mission was convinced that the institutions of the Cameroons would resolve that matter in the manner best suited to the circumstances of the Territory.

11. During its stay in the Territory, the Mission received requests for the dissolution of the present Legislative Assembly and the holding of new elections before independence was proclaimed. In that connexion, the Mission was of the opinion that, on the whole, the present Legislative Assembly was representative in character. In the Mission's view, there were certainly insufficient grounds for the holding of new elections under United Nations supervision before the termination of trusteeship. Furthermore, it saw no reason why fresh elections to the Legislative Assembly should be a pre-condition of the attainment of independence. It had to be remembered that it was the present Legislative Assembly and Government which had demanded and obtained from France the commitment to grant independence to the Territory on 1 January 1960, and the Mission felt that it would be ironic if their representative character were to be called in question.

12. Nevertheless, bearing in mind the circumstances in which the elections of 23 December 1956 had taken place in the Sanaga-Maritime region, the Mission came to the conclusion, which it placed before the Cameroons authorities, that it would be desirable to rectify as soon as possible the situation in that region by means of elections both to fill the two vacant seats there and also, if need be, to confirm or alter the representation of the other two. The Mission was given to understand that that would be one of the first preoccupations of the Cameroonian Government under the Statute which had recently entered into force. The Mission also believed that the Government appreciated the need for all elements of the population of the Sanaga-Maritime to be able to take part freely in the by-elections; and that it was convinced of the desirability of putting into effect its proposed amnesty measures before the elections.[8/]

13. With regard to the reunification of the two Cameroons, the Mission stated that it had every reason to believe that the wish expressed by the Legislative Assembly and the Government of the Cameroons had the support of the people as a whole. Because of this unanimity of views, the Mission came to the conclusion that it would not be necessary to consult the people on the matter. It noted that the position of the Cameroons under French administration on the subject, as stated by its elected representatives in particular, was that it was waiting for the other Cameroons to indicate in some formal manner, and preferably before 1 January 1960, its desire for unification. The Mission also noted that if unification were thus decided upon in principle, it was the intention of the Government that the authorities of the two Territories should immediately begin discussions on the nature of the institutions of the unified Cameroons.

14. Lastly, on the subject of the termination of trusteeship, the Mission stated that it was confident that the General Assembly would be in a position in 1959 to

4/Trusteeship Council resolution 1924 (S-IX).

5/General Assembly resolution 1282 (XIII).

6/General Assembly resolution 1281 (XIII).

7/See T/1427, paras. 136-142.

8/Ibid., paras. 143-160.

adopt a resolution providing for the termination of the Trusteeship Agreement relating to the Cameroons on its attainment of independence on 1 January 1960. The Mission accordingly recommended to the Trusteeship Council that the latter should propose that course to the General Assembly.[9]

15. The report of the Visiting Mission was examined, as requested by the General Assembly, by the Council during its twenty-third session. The Council adopted a resolution[10] in which it noted the conclusions and recommendations of the Visiting Mission and considered that the Territory of the Cameroons under French administration was ready for independence in accordance with the declaration of the Administering Authority and the Legislative Assembly of the Cameroons under French administration, without the need for any further consultation with the people of the Territory. In the same resolution, the Council welcomed with satisfaction the assurances given by the Prime Minister of the Cameroons under French administration to the Visiting Mission, and which had been reiterated on behalf of the Administering Authority before the Council, that the necessary measures were being discussed in the Legislative Assembly for the granting of broader measures of political amnesty, and it strongly urged that such amnesty should be granted on the widest possible basis and with the least possible delay it also welcomed further assurances given in the Trusteeship Council by the representative of the Administering Authority and by the special representative that there existed in the Territory freedom of the press, of assembly, of political association, and other fundamental freedoms; noted that the Cameroons Government had stated that it welcomed the return of all Cameroonians who, in recent years, had left the country and invited them to re-enter normal life without fear of reprisal; and noted further that it was the intention of the Cameroons Government to hold elections to fill the four seats in the Legislative Assembly allocated to the Sanaga-Maritime area as early as possible. Finally, the Council transmitted to the General Assembly the report of the Visiting Mission, the observations of the Administering Authority and the records of the Council's discussions, and recommended that the Assembly, at its resumed session, after considering the report of the Trusteeship Council and any further views that might be expressed before it, take a decision to terminate the Trusteeship Agreement upon the attainment of full national independence with effect from 1 January 1960, in accordance with Article 76 b of the Charter of the United Nations.

16. The General Assembly resumed its thirteenth session on 20 February 1959 to consider the question of the future of the Trust Territories of the Cameroons under French administration and the Cameroons under United Kingdom administration[11]. It adopted a resolution[12] concerning the Cameroons under French administration in which it resolved, in agreement with the Administering Authority, that, on 1 January 1960, when the Cameroons under French administration became independent, the Trusteeship Agreement approved by the Assembly on 13 December 1946 should cease to be in force in accordance with Article 76 b of the Charter of the United Nations. The Assembly also expressed its confidence that, at the earliest possible date after the attainment of independence on 1 January 1960, elections would be held for the formation of a new assembly which should take decisions regarding the establishment, in their final form, of the institutions of the free and independent Cameroons, and recommended that, upon the attainment of independence on 1 January 1960, the Cameroons under French administration should be admitted to membership of the United Nations according to Article 4 of the Charter.

LOCAL GOVERNMENT

17. With the two new administrative regions established in 1958, the Cameroons is now divided into twenty-one regions. The largest regions are divided into subdivisions. Since 1 January 1959 the chief regional officers and chief subdivisional officers have been under the sole authority of the Cameroonian Government.

18. In order to encourage the inhabitants to participate in the management of local affairs, a complex system of communes, which are legal entities and enjoy a measure of financial autonomy, has been established in part of the Territory. In 1957, it consisted of three communes de plein exercice, ten urban mixed communes and fifty-eight rural mixed communes. The communes de plein exercice (Douala, Yaoundé and Nkongsamba) had a municipal council elected by universal suffrage and a mayor elected by that council. The urban mixed communes were administered by an administrator-mayor assisted either by an elected municipal council (Bafang, Bafoussam, Ebolowa, Edéa, Eséka, Kribi, Mbalmayo and Sangmélima) or an appointed municipal commission (Garoua and Ngaoundéré). Lastly, the rural mixed communes, thirty-seven of which are constituted on the basis of a subdivision, thirteen on the basis of an administrative post and eight on the basis of a traditional native community, are administered by an administrator-mayor assisted by a municipal council elected according to a procedure which varies from region to region. The council is elected by the whole electorate in the communes of Nyong-et-Sanaga, Ntem and Dja-et-Lobo. In the other communes some members of the council are elected by the whole electorate, with the exception of the customary chiefs, and the remainder are customary chiefs elected by their peers.

19. At its twenty-first session, the Council commended the growth of municipal and local government in the Cameroons and expressed the hope that the Cameroonian Government would continue the work of strengthening local government, in particular by the creation of further communes with elected councils.

20. In 1958, five urban mixed communes (Ebolowa, Edéa, Kribi, Mbalmayo and Sangmélima) were made communes de plein exercice, and the two urban mixed communes with appointed municipal commissions (Garoua and Ngaoundéré) were given elected municipal councils.

INSTITUTION OF UNIVERSAL SUFFRAGE

21. The law of 23 June 1956 instituted universal suffrage in the Territory in all elections for citizens of both sexes, regardless of their personal status, who

9/ Ibid., para. 166.

10/ Trusteeship Council resolution 1925 (XXIII).

11/ For a detailed account of the consideration of this question, see the report of the Fourth Committee, Official Records of the General Assembly, Thirteenth Session, agenda item 13, document A/4095.

12/ General Assembly resolution 1349 (XIII).

were twenty-one years of age or over, who were regularly registered on the election rolls, and who were not disqualified for any reasons laid down by law.

22. The Cameroons Legislative Assembly was elected by universal suffrage on 23 December 1956. Municipal elections were held, also by universal suffrage, in the communes de plein exercice of Ebolowa, Edéa, Kribi, Mbalmayo and Sangmélima and in the urban mixed communes of Garoua and Nkongsamba in October 1958.

TRAINING AND APPOINTMENT OF CAMEROONIANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

23. The development of the public service in the Cameroons up to the beginning of 1958 was described in the Council's previous report to the General Assembly.[13] At its twenty-first session, the Council noted with satisfaction the establishment of a separate Cameroonian public service. It emphasized the need for accelerating the Cameroonization of that service and recommended that consideration should be given to the establishment of accelerated training schemes for Cameroonians in all branches of the civil administration and to the drawing up of a planned programme for the progressive appointment of Cameroonians to positions of responsibility.

24. The Visiting Mission indicated in its report[14] the steps taken by the Legislative Assembly to reorganize the Territory's public service. Following the entry into force of the Statute of 16 April 1957, the Legislative Assembly passed two laws the purpose of which, generally speaking, was to provide Cameroonian civil servants with a recruitment system and pay, promotion and working conditions comparable with those enjoyed by French officials. These were Act No. 57-87 of 20 December 1957, which set up a new salary scale for Cameroonian public servants, and Act No. 58-84 of 22 July 1958, which set out the general regulations governing such public servants.

25. The Visiting Mission also described the steps taken to expedite the Cameroonization of personnel. According to its report, apprenticeship schools and centres, such as the Douala-Bassa apprenticeship centre of the State Railway, the nursing school at Ayos and the technical forestry school at Mbalmayo were providing specialized training for the personnel of the various departments and thus facilitating their promotion to higher grades. Fellowships were also being granted in the most deserving cases, enabling the holders to complete their vocational training in France or elsewhere. Furthermore, a scheme had been set up in 1956 whereby French officials in each department were gradually to be replaced by Cameroonian scholarship-holders who had completed their studies in France. According to this scheme, ninety-five scholarship-holders were to return to the Cameroons in 1956, seventy-one in 1957, forty-two in 1958, fifty-one in 1959, fourteen in 1960 and twenty-seven in 1961. The Mission had been informed that that scheme was operating normally and that all the scholarship-holders who had returned to the Cameroons had been given suitable posts. Lastly, the Mission considered that the recent changes introduced in the Ecole nationale de la France d'outre-mer might be instrumental in speeding up the Cameroonization of personnel. In accordance with that new scheme, the Cameroons Government could send to the school, which would henceforward be known as the Institut des Hautes-Etudes d'outre-mer, anyone whom it considered suitable, subject only to his having reached an adequate educational level. The students so chosen would follow a course of instruction which would last for two academic years and could be rounded off by training courses in various branches of the French Administration.

26. The Mission considered that the results which had been achieved during the past two years in the training of senior Cameroonian staff were encouraging. According to information supplied by the Cameroonian Government, eighty Cameroonians had been appointed to responsible posts in the general administration, thirty-eight in the judicial department, and 211 in the specialized departments. However, according to the Prime Minister, 120 officials and 106 assistant officials of the civil service of Overseas France had still been serving in the Territory on 18 October 1958. In the Mission's opinion, it was to be anticipated that, for several years to come, the Cameroonian Government would find it necessary to have recourse to non-Cameroonian officials for a considerable number of important posts.

THE PROBLEM OF RECONCILIATION

27. After the incidents of May 1955 and the dissolution of the Union des populations du Cameroun and its affiliated bodies, some members of that political party organized a resistance movement in the Territory. The activities of this resistance movement up to the beginning of 1958 were described in the Council's previous report to the General Assembly.[15] At its twenty-first session, the Council deplored the continued recourse to violence, particularly in the Sanaga-Maritime, by a segment of the population and appealed to the persons concerned to co-operate with the remainder of the population in promoting normal political life in the Territory. In that connexion, the Council noted with interest the recent promulgation of the Amnesty Law. It welcomed the appeal of the new Prime Minister and expressed the hope that that appeal as well as a liberal application of the Amnesty Law would contribute to a substantial improvement in the situation. The Council invited the Administering Authority and the Cameroonian Government to explore further ways and means of restoring normal conditions in the affected areas.

28. The 1958 Visiting Mission examined this problem in detail in its report.[16] At the beginning of 1958, the French authorities considerably strengthened security arrangements in the Sanaga-Maritime and Bamiléké, and in the former region set in motion a systematic effort to break the remaining strength of the UPC and, at the same time, to protect the people and isolate them from the rebel bands by regrouping their villages. Furthermore, the new Cameroonian Government adopted a much more conciliatory attitude towards the UPC than did its predecessor. Acting in conjunction with the various departments of the High Commissioner's Office, it took a number of measures

13/Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), volume II, chapter IV, paras. 57-61.

14/T/1427, paras. 22-30.

15/Official Records of the General Assembly, Thirteenth Session, Supplement No. 4 (A/3822), volume II, chapter IV, paras. 44-55.

16/See T/1427, paras. 90-102.

to expedite the development of the Sanaga-Maritime region and help the people to begin a new life. The Prime Minister repeatedly invited dissident elements to return to lawful ways and normal life. These appeals met with some response. Many UPC members defected, during 1958, especially after the death on 13 September of Ruben Um Nyobe, who had been generally regarded as the heart and soul of the resistance movement. In November 1958 the Mission was informed by the French authorities that the rebellion had virtually come to an end in the Sanaga-Maritime and that the situation had also improved in the western areas of the Territory, although both in Mungo and the Bamiléké country sporadic acts of violence were still occurring as a result of forays by bandits hiding in the Cameroons under British administration.

29. During its stay in the Territory the Mission received many requests for the adoption of further amnesty measures. Some groups asked for a total and unconditional amnesty; others—in the Mission's opinion, the majority of the population—envisaged a general amnesty for political acts but excluding the most serious crimes. In that connexion, the Cameroonian Government, within whose jurisdiction the amnesty question was to fall as from 1 January 1960 under the new Statute, informed the Mission that it wished all Cameroonians to be reconciled and was ready to take amnesty measures of a broad nature. In conclusion, the Mission stated that it had become convinced that a new amnesty measure, as broad as possible and as early as possible, would be an act of great wisdom. It had therefore been glad to be assured by the Prime Minister that the Cameroonian Government was preparing a bill which would provide for a broad amnesty and intended to lay it before the Legislative Assembly, which would be in session on 26 January 1959 for the first time under the new Statute.

30. While it was in the Cameroons under British administration, the Mission met many political refugees from the Cameroons under French administration, who told the Mission that they wanted to return to their country but hesitated to do so for fear of reprisals. In that connexion, the Cameroonian Government assured the Mission that those who had not committed criminal acts could go back without fear of prosecution. In its report, the Mission suggested that the Cameroonian Government should make suitable provisions within the framework of its policy of reconciliation for the repatriation of all Cameroonians who wished to return, and to that end, since the majority of the persons concerned were in the Cameroons under British administration, that it should seek the collaboration of the authorities in the latter Territory.[17]

III. ECONOMIC ADVANCEMENT

GENERAL

31. The economy of the Cameroons under French administration depends essentially on agriculture, cattle farming and forestry. Industry and mining are still little developed. The bulk of the foodstuffs is used for local consumption, but cocoa, coffee and most of the banana crop are sold abroad and represent the main exports. The cocoa is produced exclusively by the indigenous inhabitants, while coffee and banana production is shared between the Africans and the European companies or planters. The cattle farming is in the hands of African farmers, with a few exceptions, including a fairly large French company. The production of timber for commercial purposes and sawmills is carried on mainly by French companies.

32. In 1957, the Territory exported 342,098 tons of merchandise, valued at 15,000 million francs CFA[18], as against 310,934 tons and 13,000 million francs CFA in 1956. Imports totalled 362,236 tons, valued at 18,149 million francs CFA, as against 350,495 tons and 16,669 million francs CFA in 1956. The gap between imports and exports was 20,000 tons, as against 40,000 tons in 1956. The deficit in the trade balance decreased slightly, falling from 3,500 million in 1956 to 3,100 million in 1957.

33. In order to accelerate the Territory's economic and social development, the Administering Authority drew up a ten-year plan, which it began to carry out in 1947. The main economic purpose of the plan was to improve the infrastructure, with a view to facilitating the transport of produce to the markets and the development of production.[18]

34. At its twenty-first session, the Council noted with satisfaction the efforts made by the Administering Authority and the Cameroonian Government to develop and diversify the economy of the Territory and expressed the hope that these efforts would be continued. Noting in this connexion the important results achieved under the ten-year plan for development, it expressed the hope that the Administering Authority would provide in its next annual report the fullest possible information on the results achieved and in particular the increases in production. The Council recommended that investments in the Territory should be promoted by all possible means, such as by the encouragement of private savings and reinvestments by companies. It also recommended that the Cameroonian Government participate as fully as possible in the preparation and implementation of programmes for foreign trade and expressed the hope that Cameroonians would be encouraged to participate increasingly in the economic life of the Territory.

35. The results of the ten-year plan during the period 1947-1957 are also dealt with in the Administering Authority's annual report for 1957 and in the report of the Visiting Mission, 1958.[19] During this period, the country's infrastructure was substantially improved. Thus, 1,171 kilometres of roads were built, 577 kilometres were tarred, and many engineering works were completed, the most important being the Wouri Bridge, which has a total length of 1,805 metres. Although the railway network has not been extended, considerable improvements have been made, resulting in a sizeable reduction in costs and an increase in traffic from 250,000 tons in 1947 to 650,000 tons in 1957. Whereas in 1950 there was only one airfield, the class B field at Douala, there were one class A and twenty-two class C and D airfields in 1956. That year also saw a considerable increase in domestic air traffic over 1950 both in freight (from 1,648 to 15,334 tons) and in passengers (from 10,412 to 98,217). Sea and river traffic also greatly increased, cargoes landed at Douala having risen from 200,000 tons in 1947 to 767,000 tons in 1957, and at the Benoué River port of Garoua from 25,000 tons to 40,000 tons. In the matter of power production,

17/ Ibid., paras. 150-160.

18/ 1 franc CFA = 2 French francs.

19/ See T/1427, paras. 35 and 36.

six steam generating stations, which in 1956 sold 22 million KWH, have been constructed, but the main achievement has been the building of the Edéa dam on the Sanaga River, whose hydro-electric station will produce 1,250,000 KWH when completed.

36. Side by side with the improvement of the infrastructure, agricultural production has been considerably developed, both in quality and in quantity. The table below shows the increase in the volume of the main products exported between 1947 and 1957:

	1947 tons	1957 tons	Increase tons	Percentage increase
Bananas	17,000	87,000	70,000	412
Timber	36,000	121,000	85,000	236
Cocoa	33,000	53,000	20,000	66
Coffee	5,500	17,500	12,000	218
Cotton-seed	-	16,000	16,000	-
Rubber	2,000	3,000	1,000	50

In terms of constant prices, the value of exports showed an over-all increase of 143 per cent by comparison with 1947. This increase, together with an improvement in the terms of trade, has quadrupled the purchasing power of the Cameroonian producer over a period of ten years. A rise in levels of living is also apparent among wage-earners, whose numbers increased by 434 per cent between 1947 and 1957. The wage index for unskilled workers in the town of Douala increased to nearly thirty times the original figure.

37. The Visiting Mission stated that, as a result of the efforts made, the Cameroons was now relatively well equipped economically and socially. Nevertheless, it also thought that current facilities would benefit by expansion as money and personnel could be provided. The communications network was not yet extended to meet the country's existing needs, particularly in the north and south-east, although the quality of the roads in particular was impressive. Despite the efforts made through agricultural extension services, a majority of peasant cultivators retained their primitive methods. Although the Territory had a few industrial installations of considerable importance to the economy, in general, industrial activities were of little importance. Work to exploit the mineral resources was mostly still at the research and prospecting stage.

38. The Visiting Mission found that the Cameroonian leaders fully appreciated that much remained to be done; it likewise noted their determination to continue to promote the economic development of the Territory. It mentioned, as evidence of this determination, the third four-year plan,[20] which had been recently drawn up by the Cameroonian Government and approved by the Legislative Assembly. In this connexion, the Mission pointed out that the planners had estimated that, in order to continue the efforts made under the first two plans, a sum of about 25,000 million francs CFA would be required to finance the third plan. Of this sum, 8,650 million would be supplied by the Territory, but 16,000 million would have to be provided by overseas aid. In submitting the proposals, the planners had expressed the hope that they would be able to obtain such external aid, mainly in the form of grants from FIDES, but had pointed out that this was not a certainty.

[20]/The ten-year plan was carried out in two parts, which are often referred to as the first two four-year plans, although they do not cover exactly four years.

PUBLIC FINANCE

39. The territorial budget is divided into two parts: the operating budget and the capital investment budget. The Legislative Assembly has absolute control of recurrent expenditure, but capital expenditure for development must also be approved by the Control Committee of the Fonds d'investissement pour le développement économique et social (FIDES). The operating budget is financed by appropriations from the ordinary operating budget, withdrawals from the reserve fund and advances from the Caisse centrale de la France d'outre-mer and the Treasury of the French Republic. As from 16 April 1957, the Cameroonian Minister of Finance has been responsible for the administration of public funds.

40. According to the Administering Authority's annual report, revenue and expenditure for the financial years 1956 and 1957 were as follows:

	1956	1957 (estimates)
Revenue (francs CFA):		
Ordinary	9,512,209,000	11,179,000,000
Special	188,541,000	802,400,000
Total	9,700,750,000	11,981,400,000
Expenditure (francs CFA):		
Operational	9,314,835,000	10,805,000,000
Development	214,367,000	721,000,000
Total	9,529,202,000	11,526,000,000

It should be noted that some expenditures were borne by the French budget. In 1957, such expenditures totalled 7,262,498,000 francs CFA and were distributed as follows:

Operational expenditure of the Services of the French Republic	2,477,075,000
Development expenditure of the Services of the French Republic	367,541,000
Subsidy by France to FIDES	3,007,000,000
Treasury advances and loans	1,410,882,000
Total	7,262,498,000

41. In its annual report, the Administering Authority also stated that the budget for the financial year 1958 had been voted by the Cameroonian Legislative Assembly. It was a balanced budget, receipts and expenditure each totalling 9,993,077,000 francs CFA, 9,507,714,000 being the operating budget and 485,363,000 the capital investment budget.

42. In its report,[21] the Mission said that, in its opinion, the financial problem would be one of the most urgent and difficult with which the Cameroonian Government would be faced, if it wished to maintain the present rate of development. The Mission noted that during the past twelve years the Cameroons had received very considerable financial aid from France. From 1946 to 1957 this aid had reached a total of 71,500 million francs CFA, a figure which was only a little lower than the total for expenditure under the Cameroonian budget throughout the same period. The Mission noted that even with the aid received from France the 1958 budget, which was the first prepared by the Cameroonian Government, could not have been balanced without appreciably restricting development expenditure. After 1 January 1959, the Cameroonian Government's financial position appeared likely, in the Mission's opinion, to become more difficult, particularly in view of the transfer of services which until

[21]/T/1427, paras. 41-47.

then had been under the authority of the High Commissioner and had been paid for from the French budget.

43. The Mission felt that even in the best of circumstances the Cameroons would require considerable external aid for some time to come. It had been informed by the French Government that the latter was prepared to grant the Cameroonian Government a subsidy for 1959 which would completely cover operational expenditure for the transferred services, the amount to be fixed at from 1,000 to 1,500 million francs CFA. In addition, it would continue in that year to furnish the financial aid required to carry out the economic and social development plan. As regards the aid which the Cameroons would require after 31 December 1959, the Mission stated that it had every reason to believe that France would consider with sympathy any request made to it; furthermore, the Mission was confident that the United Nations would itself give every consideration, as might be requested, to the needs of the Cameroons on its emergence as an independent State.

COMMON MARKET

44. At its nineteenth session, the Council requested the Administering Authority, if the Territory should become associated with the European Common Market, to inform it of the application of the Rome Agreements to the Territory and the effects which they might have on its economy. The General Assembly at its thirteenth session, adopted a resolution[22/] to the same effect.

AGRICULTURE

45. The principal activities of the Ministry of Agriculture of the Cameroonian Government, established by virtue of the Statute of 16 April 1957, were, first, the reorganization of the agricultural services and of the modernization units with a view to improving agricultural publicity and propaganda; secondly, the qualitative improvement of agricultural output and the protection of producers and their crops; and, lastly, the consideration and promulgation of various bills aimed at ensuring the optimum exploitation of the natural resources of the Cameroons.

46. According to the annual report of the Administering Authority, crop production increased substantially during 1957, reaching the record figure of 2,400,000 tons. In particular, cocoa production increased from 53,710 to 58,600 tons as a result of the efforts made to improve the output from cocoa bushes. Eight thousand cuttings were distributed in 1957, and one of the targets of the third four-year plan is to achieve a rate of distribution of 1,400,000 cuttings annually by 1961. The tonnage of the principal crops in 1956 and 1957 was as follows:

	1956	1957 (approximate)
Cocoa	53,713	58,730
Coffee	13,851	18,431
Bananas	73,960	74,499
Cotton	17,410	16,700
Palm kernels	23,315	23,208
Palm oil	3,346	9,183
Rubber	3,182	3,302
Tobacco	447	1,917
Rice	6,490	9,512
Millet and sorghum	274,910	303,363
Maize	122,200	353,399
Groundnuts	60,830	63,830

22/General Assembly resolution 1275 (XIII).

47. At its twenty-first session, the Council commended the Administering Authority and the Cameroonian Government for their efforts to improve agriculture, and noted the development of credit co-operatives and the activities of the recently established Ministry of Agriculture. It also took note of the successful operation of the Cocoa and Coffee Stabilization Funds.

INDUSTRY

48. The following table shows the general industrial production during the years 1956 and 1957:

	Units	1956	1957
Timber	cubic metres	389,000	465,000
Oil	tons	4,796	7,019
Soap	"	4,225	4,100
Latex	"	2,980	3,150
Beer	hectolitres	81,000	125,000
Cocoa by-products	tons	5,032	5,825
Cigarettes and tobacco	"	805	746
Cotton (fibre)	"	5,500	5,720
Cement	"	12,900	11,100
Aluminium	"	-	7,600

49. In its report for the year 1957, the Administering Authority noted the coming into operation of the ALUCAM factory, supplied with electricity by the ENELCAM dam and hydro-electric station with an output of 230 million kilowatt hours as against 20 million in 1956. The factory, which was in operation only during the second part of the year, produced 7,600 tons of aluminium ingots in 1957.

50. At its twenty-first session, the Council noted with satisfaction the expansion of the hydro-electric station and the coming into production of the aluminium industry at Edéa, and recommended that Cameroonians be trained for assuming positions of responsibility in these enterprises.

IV. SOCIAL ADVANCEMENT

GENERAL

51. Since 16 April 1957, social affairs in the Territory have been within the jurisdiction of Cameroonian institutions. The Cameroonian Government is responsible for the administration of the staff of the social services.

52. At its twenty-first session, the Council noted with satisfaction the progress made in the social field, and in particular the measures taken to improve the status of women. It commended the Authorities for the improvements made in housing in the Territory, and it expressed the hope that the authorities concerned would take further measures for the improvement of social conditions in general.

LABOUR

53. The Labour Code for the Overseas Territories lays down, inter alia, the right to work, the principles of equality of remuneration and of the total payment of wages in cash, as well as freedom of association and the right to strike.

54. The Administering Authority stated in its annual report that there had been a decrease in the volume of employment during 1957, largely as the result of the low level of market prices during the 1956-1957 season. However, the situation had improved during the last months of the year, when there had been a trade recovery. The Administering Authority also stated that

the Labour Office was giving continuing consideration to the problem created by the migration of workers to urban centres, especially Douala, and was striving to maintain a balance between supply and demand in the labour market. At Douala itself, nearly 600 workers had with the assistance of the Labour Office found regular employment.

55. As regards wages, the Administering Authority stated that the Cameroonian Government had striven to reduce the discrepancy between the wage rates in the interior and those in the town of Douala and Yaoundé. Uniform rates of family allowances had been established for the whole of the Cameroons. Lastly, skilled workers who wished to set up as independent artisans were able to obtain loans, from such organizations as the Crédit du Cameroun, for buying the necessary equipment. The Administering Authority considered that the total effect of those measures would be to bring about a better balance of employment in the Territory.

56. In 1957 there were five labour courts in the Cameroons. During the year, 3,694 individual disputes were referred to inspectors of labour; 1,825 of these were settled amicably, and 1,486 were brought before the courts. In 1957 there were nine collective disputes, compared with six in 1956, twenty-four in 1955 and fifty in 1954. All the disputes were settled amicably.

PUBLIC HEALTH

57. Since the entry into force of the Statute of 16 April 1957, public health problems in the Cameroons have been within the jurisdiction of the Minister of Health of the Cameroons. The Administering Authority's annual report states that the 1957 budget allocated the sum of 1,219,390 francs CFA to public health. This was in addition to the contribution from FIDES, which amounted to 96 millions for operational expenses and 118 millions for new building and equipment. In addition, help provided by the United Nations Children's Fund in the form of different types of vehicles and insecticides for the anti-malaria campaign was estimated at 28,784,000 francs CFA.

58. The total medical personnel in the public health services in 1957 numbered 2,262, of whom 120 were doctors holding State diplomas, five were pharmacists, four were dentists, fifty-three were certificated male and female nursing staff, 2,037 were recognized male and female nursing staff, thirty-one were certificated midwives and thirteen were technicians. In this connexion, the Administering Authority stated in its report that the length of time required for the technical training of staff would prevent an immediate "Cameroonization" of the services, but that there were a number of scholarship-holders who were already undergoing training in France and who would be able to exercise their professions in the Cameroonian administration once their studies had been completed.

59. In 1957, the Territory possessed forty-four hospital establishments (large hospitals, secondary hospitals and medical centres), 261 infirmaries and dispensaries, twenty-eight leprosy centres, four maternity homes and five special mental hospitals, with a total capacity of 9,968 beds. In 1957, 98,087 patients were hospitalized, 3,046,394 were given consultations by the hospital establishments and 27,303 births took place in the hospitals.

60. The mobile health and prophylactic service was concerned in particular with the anti-malaria campaign, which was carried out with the joint assistance of the World Health Organization and UNICEF, the protection of the population against epidemics, and the campaign against such major endemic diseases as tuberculosis, leprosy and trypanosomiasis.

61. Apart from the medical services operated by the Cameroonian Government, medical care is provided by private practitioners, private companies and the missions. In 1957, there were fifteen private doctors, seven private dental surgeons and twenty-two private pharmacists. There were three company-operated hospital establishments with a capacity of 198 beds. The medical staff of the mission comprised twenty-six doctors, one pharmacist, two dental surgeons and seventy-nine midwives and nurses. There were seventeen mission medical centres, sixty-eight infirmaries or dispensaries, nine leprosy centres and thirty-one maternity homes, with a total capacity of some 6,000 beds.

62. At its twenty-first session, the Council noted with satisfaction that the medical services of the Territory had developed at a steady rate, and expressed the hope that the authorities concerned would continue their efforts to improve such services and to increase the number of Cameroonian qualified medical personnel.

V. EDUCATIONAL ADVANCEMENT

63. Up to 16 April 1957, education in the Cameroons was under the direction of a French official responsible to the High Commissioner of the French Republic. The Decree of 16 April 1957 provided that the responsibility for education should be shared between the French and Cameroonian authorities, the curricula and examinations for secondary and higher education remaining within the competence of the organs of the French Republic, while primary education, the organization of secondary, higher, technical and professional education and the organization of sports and physical education were to be within the purview of the Legislative Assembly and the Cameroonian Government. Since 1 January 1959 when the new Statute for the Cameroons came into force, all questions of education have been within the competence of the Cameroonian authorities.

64. Education is free in all official educational establishments. According to the annual report of the Administering Authority, the operating budget for public education in 1957 was 1,324,489,000 francs CFA, as against 1,287 million francs CFA in 1956. In addition, every year funds for education are appropriated from FIDES. Expenditures totalling 1,521 million francs CFA had been authorized for education up to 31 December 1957 under the development plan.

65. In 1957, there were 294,000 pupils registered in primary schools, as against 270,000 in 1956. Of that number, 208,652 were boys (192,000 in the South and 16,092 in the North) and 85,348 girls (81,440 in the South and 3,908 in the North). There were 6,340 and 4,330 pupils respectively in institutions providing secondary and technical education in 1957, as against 6,100 and 4,010 in 1956. There was no institution of university rank in the Territory, but scholarships to French universities were awarded. The number of scholarship-holders studying in France rose in 1957 to 432, of whom 196 were taking courses in higher education.

66. At its twenty-first session, the Council commended the Administering Authority and the Cameroonian

Government for the progress made in the field of education during the year under review. Noting that in the North of the Territory the proportion of school-age children attending schools during 1956 was only 9.8 per cent as compared with 81 per cent in the South, but that the Government had recently taken measures to increase school attendance in that part of the Territory, notably by the establishment of sixty new schools, the Council expressed the hope that the Cameroonian Government would continue to devote particular attention to this problem. The Council reaffirmed the recommendation adopted at its nineteenth session in which it expressed the hope that, with a view to satisfying the needs of the Territory in the field of higher education, it would be possible for the competent authorities to consider the establishment in the relatively near future of a university in the Cameroons. The Council also recommended that the competent authorities consider the possibility in some cases of including in the conditions for grants of scholarships to Cameroonian students a clause providing that upon conclusion of their studies they should return to the Territory to joint the public service of their country.

67. In its report,[23] the 1958 Visiting Mission expressed the view that the Cameroons, which had an impressively high rate of school enrolment in comparison with most other African countries, could with advantage concentrate on raising the level of education in the North. With regard to the absence of an institution of university rank in the Territory, the Mission was happy to note that the Ministry of National Education was considering the possibility of establishing a university preparatory class at the Yaoundé lycée in the near future, and also a law school and a national professional school which would form the nucleus of a higher education system. The Mission also noted that in the French-Cameroonian cultural convention annexed to the new Statute,[24] the French Government had undertaken, in the event of the foundation of a Cameroonian university, to help establish it and to promote its development by making available to the Cameroonian Government any teaching staff for which that Government might ask.

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[23] T/1427, para. 38.

[24] Ibid., annex II.

Chapter VI

TOGOLAND UNDER FRENCH ADMINISTRATION

I. GENERAL

1. Togoland under French administration, which is in West Africa, is a narrow strip of land with an average length of 600 kilometres and an average breadth of about 120 kilometres. It has an area of approximately 55,000 square kilometres and, according to the report of the Administering Authority, its population on 31 December 1957 was estimated at 1,092,889, of whom 1,621 were Europeans.

II. POLITICAL ADVANCEMENT

2. The Territory's political and constitutional development up to October 1958 has already been considered by the Trusteeship Council and the General Assembly. The most important events which took place in that field during 1958, and the decisions taken by the United Nations as a result of those events, are briefly recalled below.

3. Elections for a new Chamber of Deputies were held in the Territory on 27 April 1958, under the supervision of a United Nations Commissioner, Mr. Max H. Dorsinville. Of the forty-six seats to be filled, twenty-nine were won by the Comité de l'unité togolaise, ten by the Union des chefs et des populations du Nord and three by the Parti togolais du progrès. Four seats were won by independent candidates.

4. In his report to the Trusteeship Council,[1] the United Nations Commissioner stated that, in spite of some defects and weaknesses he had noted in the organization and conduct of the elections, he had no doubt that the general outcome faithfully reflected the wishes of the people as to their choice of representatives in the Chamber of Deputies and that the new Chamber was truly entitled to speak for the people of Togoland.

5. Following the elections, Mr. Sylvanus Olympio, the leader of the new majority, succeeded Mr. Nicolas Grunitzky as Prime Minister. At the request of the Chamber of Deputies, the new Government opened negotiations with the representatives of the French Government on the future of the Territory. During these negotiations, the French Government recognized that Togoland had opted for independence upon the termination of trusteeship and it undertook to request the General Assembly to terminate the Trusteeship Agreement in 1960. The two Governments also reached agreement on the amendments which would have to be made to the Statute of Togoland in order to achieve the final stage in the development of Togoland's institutions before independence.[2]

6. The question of the future of Togoland was considered by the Trusteeship Council, in the light of the above events, at its eighth special session. In a resolution adopted on 17 October 1958,[3] the Council took note of Togoland's choice of independence upon the expiration of trusteeship and recommended that the General Assembly should take a decision concerning the termination of the Trusteeship Agreement in 1960.

7. The question was then considered by the General Assembly at its thirteenth session. After its discussion, in which the Prime Minister of Togoland took part, the Assembly adopted a resolution[4] on 14 November 1958 in which, after noting that the Governments of France and of Togoland had decided, by mutual agreement, that Togoland should attain independence in 1960, it resolved, in agreement with the Administering Authority, that on the day which would be agreed upon between the two Governments and on which the Republic of Togoland would become independent, the Trusteeship Agreement should cease to be in force, in accordance with Article 76 b of the Charter of the United Nations.

8. In a second resolution of the same date,[5] the General Assembly, having taken note of the undertaking given by the representative of France that the Administering Authority would transmit and facilitate the requests of the Government of Togoland for United Nations technical assistance through normal procedures, invited the Secretary-General, the Special Fund, the Technical Assistance Board and the specialized agencies to give urgent and sympathetic consideration to any requests for technical assistance concerning Togoland, submitted through the Administering Authority.

9. At the twenty-fourth session of the Trusteeship Council, the representative of France said that, on behalf of the French Government, he had sent a letter[6] to the Secretary-General of the United Nations informing him that the French Government had agreed to the proposal of the Government of the Republic of Togoland that the Trust Territory should achieve independence on 27 April 1960. The Trusteeship Agreement of 13 December 1946 would therefore be terminated on that date. The date had been selected unanimously by the Chamber of Deputies of Togoland in a demonstration of unity between the Majority and the Opposition. France would have pleasure in sponsoring the admission of the new independent State to membership in the United Nations and would be happy to see it participating in the work of the United Nations and the specialized agencies.

10. The French representative then pointed out that Togoland would still require economic assistance even when it achieved independence. The General Assembly had recognized that fact while taking note of the substantial aid already granted by France. France's expenditure in Togoland in 1959 would amount to 3,300 million French francs, or over $6.6 million; that

[1] T/1392, para. 564.

[2] The draft Statute appears in document A/C.4/382. The draft is identical with the final Statute, which was promulgated on 30 December 1958.

[3] Trusteeship Council resolution 1921 (S-VIII).

[4] General Assembly resolution 1253 (XIII).

[5] Resolution 1254 (XIII).

[6] A/4138.

assistance was being granted without any political conditions. Moreover, only recently the Chamber of Deputies at Lomé had authorized the Government of Togoland to negotiate with France the development of the 1959-1960 FIDES programme, which amounted to 1,169 million French francs and provided for the completion of several projects. While France was, of course, prepared to continue to assist Togoland after it achieved independence, on terms to be negotiated on an equal footing, the French Government would welcome the international participation requested by the General Assembly. It had transmitted to the United Nations Secretariat, with its full support, the requests for technical assistance submitted by the Government of Togoland. In 1960, the Technical Assistance Board was planning to allocate to Togoland assistance amounting to $66,500 for category I projects and to $33,800 for category II projects. (Category I consisted of those projects for which funds had been earmarked in the current financial year; and category II of projects which were not necessarily intended to be financed during the current year: they might be carried over to the following year, or carried out during the current year should savings be made on other projects. On the basis of the assistance it expected to receive, the Government of Togoland had worked out a programme which covered a series of applications made since December 1958 to the Technical Assistance Board and the specialized agencies. Some of the requests for technical assistance had been met, others were still pending, while one had been virtually rejected by the Managing Director of the Special Fund on the grounds that the expenditure involved would be well below the minimum required for consideration by the Fund.

11. In conclusion, the French representative said that the French Government urged that the programme prepared by the Government of Togoland should be accepted and that assistance should also be provided, either out of the emergency fund or from the specialized agencies, for the renewal of current programmes not included in the Togolese plan. With regard to the request virtually rejected by the Special Fund, the French Government proposed to pursue the matter further, probably with the Executive Chairman of the Technical Assistance Board. Togoland was in many respects the testing ground of the Trusteeship System and it would be unfortunate if, after it achieved independence, it failed to receive all the necessary support from the United Nations simply because its requests were modest.

12. Mr. Paulin Freitas, Minister of State of the Government of the Republic of Togoland, also made a statement to the Council. After recalling the programme outlined to the General Assembly at its thirteenth session by Mr. Sylvanus Olympio, Prime Minister of Togoland, he said that the new Statute, negotiated between France and Togoland, had been signed on 30 December 1958 and promulgated the following day, and that the date for Togoland's achievement of independence had now been set for 27 April 1960. Under the new Statute, three important laws had been enacted by the Chamber of Deputies of Togoland, relating respectively to the conseils de circonscription, the authority of which had been broadened, reorganization of the municipal councils so as to allow the towns to manage their affairs along the lines of the conseils de circonscription, and the rural economy. Under the new law concerning the rural economy, the African provident societies, which had been completely controlled by the commandants de cercle, were renamed sociétés publiques d'action rurale and had become real co-operatives run by the rural inhabitants themselves, with the Administration acting in an advisory capacity only. Moreover, the Government of Togoland was giving its attention to the training of administrative personnel and had established a school of public administration which trained young officials for posts of medium importance. Trainees would be sent to France to qualify for higher posts and an "Africanization" service had been set up for the purpose of drawing up a progressive plan of Africanization of the administrative services over a period of two or three years.

13. With regard to United Nations technical assistance, Mr. Freitas said that the Government of Togoland had submitted six requests for expert assistance since 11 December 1958 but up to 26 June 1959 only the economic expert requested had arrived. The Government of Togoland could only urge the United Nations to comply with its requests, for its needs were pressing. He was confident that the United Nations would maintain the interest it had always shown in the affairs of Togoland and would continue to give advice and assistance to its erstwhile ward. On behalf of his Government, he thanked the Trusteeship Council, and through it the General Assembly, for all it had done and would do for his country.

14. After hearing the statements made by the French representative and Mr. Freitas, the Council adopted a resolution[7] in which it took note with satisfaction of those statements and, in particular, of the setting of 27 April 1960 as the date for the proclamation of Togoland's independence.

III. ECONOMIC, SOCIAL AND EDUCATIONAL ADVANCEMENT

15. During recent years, the attention of the Trusteeship Council has been concentrated mainly on the future of the Territory, and, as a result, economic, social and cultural matters have not been considered in detail. The most recent information available to the Council on those subjects is to be found in the annual report of the Administering Authority for 1957 and is briefly summarized below.

16. The Territory's budget for 1956 was balanced at a figure of 2,333,464,000 francs CFA, thanks to a subsidy of 499,895,369 francs from France. The report for 1957 gives no final figures for the 1957 fiscal year. Provisional figures up to 31 December 1957 showed a revenue of 1,448 million francs and expenditure of 1,807 million francs. The latter figure does not include expenditure on services, which were the responsibility of the French Republic, or certain items of capital expenditure. These are paid out of the French budget and in 1957 expenditure on services amounted to 171 million francs, while capital expenditure amounted to 668 million francs. In addition, France granted a subsidy of 480 million francs to help balance the Togoland budget for 1957.

17. The economy of the Territory went into a slight recession in 1957; according to the Administering Authority this was due to the instability inherent in any economy based exclusively on agriculture. Bad

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7/ Trusteeship Council resolution 1950 (XXIV).

weather caused a considerable fall in the production of certain export commodities and this led to a deficit of approximately 723 million francs in the external trade balance. The decrease in production, however, concerned only a few products, particularly cocoa, the output of which fell from 5,725 tons to 4,450 tons; there was no fall in the output of food crops, the total output of which increased from 949,454 to 1,133,783 tons.

18. In 1957, medical facilities in the Territory included eleven hospitals, fourteen maternity hospitals, 115 dispensaries, three sleeping-sickness clinics, two leprosaria and a psychopathic centre. During the year, these establishments treated 30,443 in-patients and 1,485,047 out-patients. Their work was supplemented by mobile teams of the Service d'hygiène mobile et de prophylaxie (SHMP), which were active in the malaria control campaign started in 1953 and the yaws control campaign started in 1956. In 1957, the SHMP gave 246,182 smallpox and yellow fever inoculations.

19. With regard to education, the Administering Authority stated in its annual report for 1957 that there had been a considerable increase in the number of pupils as compared with the preceding year. The number of children attending primary school had increased from 66,027 to 70,925, while those in secondary and technical educational establishments had increased from 1,925 to 2,116. The Territory still had no university or equivalent establishment, but scholarships were provided to enable pupils from Togoland to continue their studies in France. The number of scholarship-holders studying in higher educational establishments in France was ninety-one in 1957, one more than in the previous year.

Chapter VII

WESTERN SAMOA

I. GENERAL

Outline of conditions, and recommendations adopted by the Trusteeship Council

1. The Trust Territory of Western Samoa consists of a group of islands lying roughly in the centre of the Pacific Ocean between 13° and 15° south of the Equator. The group is composed of two large islands, Savai'i and Upolu, two small islands, Manono and Apolima, and several islets. The total land area is approximately 1,130 square miles. The population is increasing rapidly at an average rate of 3.1 per cent annually and in 1958 totalled 102,860, of whom 96,974 were Samoans and 5,886 were of European status. With few exceptions, the Samoans live within a customary socio-political system based on group ownership of land. The nucleus of Samoan society is the aiga, or large family group, headed by its chosen matai.[1]

2. At its twenty-fourth session, the Council adopted the following conclusion:

The Council commends both the Administering Authority and the people of Western Samoa for the important progress achieved in the Territory during recent years and for the harmonious manner in which they have worked together to develop the Territory towards independence.

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

3. The representatives of the United States of America and Australia commended the Administering Authority on the manner in which it had discharged its responsibilities.

4. The representative of Italy was gratified to note that the New Zealand Government had declared its readiness to continue to assist the future State of Western Samoa.

II. POLITICAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

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

5. In 1956, Western Samoa embarked upon an agreed programme of constitutional development towards the attainment of complete independence in accordance with the wishes of the Samoans expressed at a Constitutional Convention held in 1954. Each successive step in this development, according to the Administering Authority, has been marked by continuous consultation with the Government and people of Western Samoa.

6. The Visiting Mission sent by the Trusteeship Council to Western Samoa in 1959 devoted particular attention to the Territory's future constitutional development and to other matters connected with its transition to independence. The Mission held a number of consultations on these matters with the Samoan leaders, including the Fautua and the members of the Legislative Assembly. It also consulted with a Working Committee on Self-Government (composed of the Fautua, the elected members of the Executive Council and seven other elected members of the Legislative Assembly) which was created in January 1959 and which is assisted by a constitutional adviser. The Mission reported that as a result of these consultations it was able to obtain at least preliminary views on most constitutional questions together with formal resolutions of the Fautua and members of the Legislative Assembly on certain matters. These views are indicated in the appropriate sections below.

7. According to the Visiting Mission, the principal task of the Working Committee is to draft a Constitution for the future State of Western Samoa which, when approved or modified by the Legislative Assembly, will be submitted to a second representative Constitutional Convention to be held towards the end of 1960.[2]

8. At its twenty-fourth session, the Council adopted the following conclusion:

The Council notes with satisfaction the sense of responsibility with which the people of Western Samoa have undertaken the study of the delicate constitutional issues which must be resolved before the Territory attains independence. Noting also the appointment for this purpose of a Working Committee on Self-Government composed of representative members, the Council is confident that these constitutional issues will be resolved on a sound basis in accordance with the wishes of the Samoan population and the provisions of the United Nations Charter.

CONSTITUTIONAL ARRANGEMENTS

(a) Development of representative, executive and legislative organs and the extension of their powers

9. The manner in which the Territory is being developed towards full self-government in accordance with a programme of successive constitutional advances was described in the Council's report to the General Assembly at its thirteenth session.[3] By 1958, much of the programme envisaged by the Constitutional Convention of 1954 had already been

[1] A more detailed description of the Territory and of the organization of Samoan society is contained in the report of the 1959 Visiting Mission to Western Samoa (T/1449), para. 21-30.

[2] T/1449.

[3] Official Records of the General Assembly, Thirteenth Session, Supplement No. 4, volume I (A/3822), pp. 58-62.

implemented. As reconstituted in 1957, the Legislative Assembly now consists of a single house presided over by an elected Speaker and with a membership of forty-one Samoan representatives elected from single member constituencies, five elected members of European status and two officials (the Attorney-General and the Financial Secretary). Early in 1958, a Leader of Government Business was appointed from among the elected members on nomination by the Assembly. As proposed by the 1954 Convention, separate electoral rolls exist for persons of Samoan and European status.[4/] Subject only to a possible veto by the High Commissioner or the New Zealand Government, the Assembly exercises 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, that it may not pass legislation repugnant to certain reserved enactments which 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. In addition, the Legislative Assembly may not make any laws which are inconsistent with the Trusteeship Agreement or which discriminate on grounds of race, save ordinances restricting or prohibiting persons other than Samoans from acquiring any interest in Samoan land.

10. At the present stage of development, the executive government consists of the High Commissioner, a Council of State (composed of the High Commissioner and the two Fautua) and an Executive Council. Although the High Commissioner remains as head of the executive government under the 1957 Samoa Amendment Act, effective control is vested in the Executive Council, now composed of the High Commissioner, the two Fautua, five Ministers appointed from, and upon nomination by, the Samoan members of the Legislative Assembly, two Ministers similarly appointed from the members representing persons of European status and the two official members of the Legislative Assembly (the Attorney-General and the Financial Secretary). The High Commissioner is required to consult with, and act on, the advice of the Executive Council in the exercise of his powers on all but a few matters, the principal exceptions being matters relating to defence, external affairs or the title to New Zealand Government land, and those matters on which he consults the Council of State (e.g., the prorogation and dissolution of the legislature, allocation of portfolios to Ministers, assent to Bills). All members of the Executive Council, with the exception of the members of the Council of State, hold portfolios allocated by the High Commissioner.

11. In taking note of the governmental structure introduced under the 1957 Act, the Trusteeship Council, at its twenty-second session, made several suggestions and observations. In particular, it (a) expressed the hope that the Legislative Assembly would take early advantage of a provision in the Act empowering it to establish four additional Samoan constituencies, (b) suggested that the Administering Authority should keep under review the number and content of the reserved enactments with a view to extending the powers of the Legislative Assembly, and (c) recommended that a list of these reservations should be prepared for dissemination in the Territory. The Administering Authority reported in 1959 that the first matter was still being studied in the Territory but that it was of the opinion that the additional constituencies should be created before the next elections in 1960. It further stated that a list of the reserved enactments had been presented to the Legislative Assembly.

12. Following the innovations introduced in 1957, there remain two further major changes to be made before the governmental machinery envisaged by the Constitutional Convention is complete. These are the introduction of cabinet government under a Premier chosen by the Legislative Assembly, originally scheduled to take place at the end of 1960, and, finally, the entry into office of the Fautua as Joint Heads of State and the replacement of the High Commissioner by a New Zealand representative of lesser status and powers.

13. The Visiting Mission reported that, shortly before its arrival in the Territory, the Administering Authority published a proposal to introduce the first stage of cabinet government at an earlier date than originally envisaged, namely by 1 January 1960. Specifically the proposal was for the seven elected Ministers and the two officials to resign from the Executive Council and be replaced by a Prime Minister designated by the Legislative Assembly and eight other Ministers (at least one of whom should be a person of European status) who would be chosen by the Prime Minister from among the Legislative Assembly. At this stage the Assembly would no longer contain official members, the Attorney-General and the Financial Secretary being replaced by a Minister of Justice and a Minister of Finance chosen from among the elected members. The Council of State would replace the High Commissioner as head of the executive government. All decisions of the Cabinet would be made known to the Council of State and should any member of the latter wish a particular question to be discussed in his presence a meeting of the full Executive Council (consisting of the nine Ministers together with the members of the Council of State) would be held for this purpose. If a particular decision was then disapproved by two members of the Council of State, it would be referred back to the Cabinet for reconsideration, but if the Cabinet adhered to its decision this would be final. The Administering Authority later explained to the Trusteeship Council that the provision for review of Cabinet decisions by the Executive Council was intended to be a transitional measure which would be removed when full cabinet government was established.

14. The Mission reported that, during its stay in the Territory, the Legislative Assembly unanimously approved the proposal, subject to minor modifications, and requested that the date for the institution of cabinet government should be advanced to 1 October 1959, or as soon thereafter as practicable. This request and the minor modifications proposed by the Assembly were accepted by the Administering Authority. The Mission, commending these decisions, pointed out that they would enable the new system of cabinet government to have a chance to operate before

[4/] For details concerning the right to vote and the method of conducting these elections, see the section on the electoral system below.

Western Samoa attained self-government or independence.

15. At its twenty-fourth session, the Council adopted the following conclusion:

The Council welcomes the decision to advance the date for the introduction of cabinet government to 1 October 1959. The Council is confident that this new system of government will function satisfactorily and that the additional experience thereby gained by the representatives of the Samoan people will facilitate the Territory's smooth transition to independence.

(b) Head of State

16. The 1954 Constitutional Convention decided that the position of Head of State in a self-governing Western Samoa should be held jointly by the two present Fautua, to be terminated only by death or resignation. The method of filling future vacancies in the position of Head of State was not determined by the Convention, but the 1959 Visiting Mission believed that it was a matter which should be decided before the Territory attained self-government or independence and should be clearly prescribed in the Constitution. The Mission reported that this matter was discussed by the Working Committee on Self-Government during its stay in Western Samoa and that, as a result, a joint meeting of the Fautua and the members of the Legislative Assembly unanimously decided that future Heads of State would be appointed by the Parliament of Western Samoa from the two royal families.

17. The Mission also noted that there was need for agreed arrangements governing the method whereby future joint Heads of State would exercise their constitutional functions should the occasion arise in which they might be in disagreement. The Trusteeship Council was assured by the New Zealand Government that it would continue to encourage the Samoans to reach a decision on these matters and would keep the Council informed of developments.

18. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes the view of the Visiting Mission that, although the method of filling future vacancies in the position of Head of State is essentially a matter to be decided by the Samoan people themselves, this decision should be taken before the Territory attains independence and the method should be clearly prescribed in the Constitution. The Council also notes the statement of the Mission that there is a need for agreed arrangements governing the method whereby future joint Heads of State would exercise their constitutional functions should the occasion arise in which they might be in disagreement.

CITIZENSHIP

19. At the present time, inhabitants of Western Samoa are either New Zealand protected persons or they possess the nationality of some other country. The need to establish a citizenship of Western Samoa has been stressed in the past by the Trusteeship Council and was one of the first matters studied by the former Status Committee and currently by the Working Committee on Self-Government.

20. The Working Committee's proposals for a citizenship law were published in the Territory shortly after the arrival of the 1959 Visiting Mission. In brief, it was proposed that there should be one citizenship for Western Samoa, that no person over the age of twenty-one years could hold Western Samoan citizenship while retaining citizenship of a foreign country and that persons who were by birth citizens of Western Samoa and of another country should be required to opt for one or the other within a short period after attaining that age. There were provisions for citizenship by birth or descent, by naturalization and registration and for renunciation and deprivation of citizenship. As transitional provisions, it was proposed that persons born before the enactment of citizenship legislation should be Western Samoan citizens, provided they were either born in the Territory and ordinarily resident there or, if ordinarily resident in some other country, were born in the Territory and were children of a father also born in the Territory.

21. The Visiting Mission reported that it discussed these provisions with the Working Committee and suggested a number of changes which the Working Committee undertook to consider. Subsequently, further suggestions were made by the New Zealand and Samoan constitutional advisers, Mr. Colin Aikman and Mr. Davidson. The principal changes suggested would: (a) delete the requirement that persons renounce dual citizenship provided they did not exercise any of the privileges or perform any of the duties of a foreign citizenship; (b) permit two classes of persons (those who had resided in the Territory for five years during the eight years preceding the coming into force of the Ordinance and also those ordinarily resident abroad whose father was born in Western Samoa) to elect within twelve months to assume Samoan citizenship; (c) require all persons acquiring Samoan citizenship under the transitional provisions or by naturalization or registration to swear an oath of allegiance to support the Constitution of Western Samoa and to renounce all allegiance and fidelity to any foreign State.

22. The Mission understood that some of these suggestions, particularly the suggestion concerning dual citizenship, had been approved in principle by the Working Committee. It hoped that a citizenship law could be enacted in time to enable the electoral rolls for the next elections to the Legislative Assembly scheduled for September 1960 to be drawn up on the basis of a citizenship requirement. It pointed out, however, that for many persons who possessed a foreign nationality the decision whether or not to opt for Samoan citizenship would be a serious matter. The Mission believed that it would be essential that, well before the end of the twelve-month period during which such persons would be required to opt for or against Samoan citizenship, at least the main terms of the draft Constitution and electoral laws should be made public in a definite form, even if they had not been finally approved.

23. The Mission noted that there would probably be a small number of persons of European status who would not wish to take up Samoan citizenship and that a few of these, particularly some who would thus become stateless persons, felt concern as to their position after the termination of trusteeship. The Mission understood that the New Zealand Government would be prepared at the appropriate time to give sympathetic consideration to their cases.

24. The Mission further reported that it had received an assurance from the New Zealand authorities that no change was envisaged on the attainment of self-government or independence by Western Samoa in the present policy of admitting Samoan students into New Zealand for secondary and higher education.

25. The Administering Authority subsequently informed the Trusteeship Council at its twenty-fourth session that agreement on all but one or two points relating to the proposed citizenship ordinance had been reached after the Mission's departure from the Territory. The Administering Authority was therefore hopeful that it would be possible to prepare a draft citizenship bill in time for its presentation to the Legislative Assembly in August 1959.

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

The Council notes with satisfaction that agreement has already been reached on all but one or two matters relating to the proposed citizenship ordinance and that the Administering Authority is hopeful that it will be possible to prepare a draft bill for presentation to the Legislative Assembly in August 1959. The Council commends the Administering Authority and the Government of Western Samoa for the progress which has been made towards the enactment of citizenship legislation. It endorses the view of the Visiting Mission that it is desirable to make arrangements which will permit the electoral rolls for the next elections to be drawn up on the basis of a citizenship requirement and also that, before the expiry of the period during which persons may be required to take a decision concerning their future citizenship, the main terms of the draft Constitution of Western Samoa should be made public in the Territory.

DOMESTIC STATUS

27. For certain purposes, the inhabitants of Western Samoa possess one of two forms of domestic status: European or Samoan. The term "Samoan" is defined in an extended sense to include all Polynesians, Melanesians and Micronesians, while "European" covers all persons who are not "Samoan". As many persons are of mixed racial origin, the dividing line between the two groups is indistinct and is governed by complicated legislation which, under prescribed conditions, permits individuals to change their domestic status by petitioning the High Court. In simple terms, persons who are less than half Samoan are deemed by law to be of European status. The opposite is also true, except that direct descendants in the male line of persons of European status as well as persons who are not more than three-quarters Samoan by blood are in certain circumstances, including petition to the High Court, considered to be of European status; such persons may, however, by petition to the High Court, be declared to be of Samoan status. The 1959 Visiting Mission reported that of the total part Samoan population of 8,000, nearly 5,000 have European status.

28. Both the Trusteeship Council and the Administering Authority have been concerned to see a common domestic status developed for all inhabitants of Western Samoa regardless of race. Various discussions have been held in the Territory over the years and many of the legal differences flowing from difference in status were eliminated by an Ordinance passed in 1959. The remaining differences relate to the election of members of the Legislative Assembly (see following section), the rights associated with Samoan land and titles, and the reservation to Samoans of certain governmental and judicial appointments.

29. The 1959 Visiting Mission reported that during its discussions in the Territory it emphasized the desirability of removing distinctions in domestic status based on race. As noted below, it suggested that the electoral system might be modified by the introduction of a non-matai roll; it also expressed the opinion that the question of regulating the use of Samoan lands and titles would not, in itself, necessitate a difference in domestic status, since the courts would not be prepared to recognize claims to Samoan lands and titles unless they were in conformity with Samoan custom. The Mission pointed out that it would become very difficult to maintain differences in status after the establishment of a common Western Samoan citizenship. While it recognized that there would continue to be differences in the way of life of those within and those outside the scope of the traditional Samoan social pattern, it believed that these differences should be based on the free choice of the individuals. The Administering Authority strongly favoured the views put forward by the Mission.

30. The Mission believed that the existing legislation regarding domestic status based on race should be abrogated and that such distinctions between various groups of people as were required for electoral purposes should be specified in the electoral law itself. It reported that the question of domestic status had not been considered in detail by the Working Committee before the Mission left the Territory. It was confident, however, that the Samoans, on due reflection and after seeing the position in regard to citizenship, would wish to remove the present difference in status based on race.

31. The special representative of the Administering Authority informed the Trusteeship Council at its twenty-fourth session that the Visiting Mission's views had received wide publicity in the Territory and he believed that it was within the bounds of possibility that a single domestic status might be evolved along the lines suggested by the Mission.

32. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council, considering that it is necessary to eliminate all differences in domestic status based on race, and recalling its previously expressed opinion on this topic, notes with approval the observations and suggestions of the Visiting Mission in this regard. The Council is of the opinion that it would not be in the interests of the future State of Western Samoa if the Territory were to attain independence while still burdened by distinctions based on race rather than on the free choice of individuals. The Council is confident that the representatives of the Samoan people will study the matter further with the objective of removing such distinctions before the termination of the Trusteeship Agreement.

ELECTORAL SYSTEM: DEVELOPMENT OF UNIVERSAL SUFFRAGE AND DIRECT ELECTIONS

33. Under the Samoa Amendment Act, 1957, and in accordance with the wishes expressed at the Consti-

tutional Convention in 1954, two methods are used for the election of members of the Legislative Assembly. For the forty-one Samoan constituencies, the electoral roll consists of persons on the register of matai (title holders as heads of Samoan families), who in 1957 numbered approximately one to every seven adult Samoans. Only matai are eligible to vote or to stand for election. For the election of the five Assembly members of European status, suffrage is universal for persons of this status who have resided continuously in Western Samoa for at least one year, except for a few usual grounds for disqualification. The method of election in both cases is by secret ballot, but in any Samoan constituency, if only one person qualified for election is nominated, or if any candidate is nominated by an absolute majority of the electors in his constituency, he is deemed to be elected. In the 1957 elections, twenty-five Samoan members were nominated unopposed and six by an absolute majority of the matai in their respective constituencies. Thus, voting took place in only ten Samoan constituencies.

34. The existence of a restricted franchise for the election of Samoan members has long occupied the attention of the Trusteeship Council which, however, at its twenty-second session agreed with the Administering Authority that, although universal adult suffrage was desirable, it should not be imposed upon the people of the Territory against their wishes.

35. The 1959 Visiting Mission gave considerable attention to the various views which were expressed to it on this question by Samoan leaders and representatives and members of the public. In general, it found that Samoan spokesmen in the Legislative Assembly and in district gatherings throughout the country desired to see the present system of matai suffrage maintained. On the other hand, there was a limited amount of support, even within the Legislative Assembly, for the adoption of universal suffrage with matai alone being eligible for election. Various organizations of persons of European status expressed to the Mission their willingness, and even their desire, to be associated with the rest of the population in a common roll based on universal suffrage, while the same view was also expressed by a number of educated Samoans. None of them, however, were prepared to claim that there was as yet wide support for their view among the broad mass of the Samoans.

36. The Mission also commented on the arrangement whereby Samoan candidates might be elected because their nomination papers were signed by a majority of the matai in their respective constituencies. Although recognizing that this in part reflected the traditional Samoan method of selecting representatives by agreement and acclamation, it considered that the arrangement was open to undue pressure and influence. It accordingly raised this question with the Fautua and members of the Legislative Assembly and received an assurance that consideration would be give to the matter.

37. The Mission considered it desirable to eliminate the racial basis of the present electoral arrangements, a view which was fully shared by the Administering Authority. In discussions with the Fautua and members of the Legislative Assembly it suggested that the European electoral roll should be replaced by a non-matai roll, on which all persons, whatever their racial origin, living outside the scope of the matai system should be entitled to register provided they could satisfy the Registrar of Electors that they were not enjoying the privileges of the matai system and would, by registration, disqualify themselves from any use or occupation of matai lands. The Mission reported that this suggestion was not immediately acceptable to the Samoan leaders, who stated, however, that they would consider it. The Mission expressed confidence that the Samoan people would take steps to eliminate racial distinctions in their electoral arrangements.

38. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling the recommendation adopted at its twenty-second session, notes that the Visiting Mission found that the majority of Samoan spokesmen in the Legislative Assembly and in district gatherings throughout the country wished to see the system of matai *suffrage maintained. It considers, however, that it would be desirable to eliminate the racial basis of the present electoral arrangements and it commends the suggestions made by the Visiting Mission in this respect to the attention of the representatives of the Samoan people. The Council also notes the assurance given to the Mission at a joint meeting of the* Fautua *and the members of the Legislative Assembly that they will give further consideration to the present arrangements whereby Samoan candidates can be elected if their nomination papers are signed by a majority of the* matai *in their respective constituencies.*

The Council hopes that a more equitable arrangement of constituencies will be worked out in due course and that the four additional seats provided for in the Samoa Amendment Act, 1957, will then be established.

LOCAL GOVERNMENT

39. The situation in regard to local government is described in the Council's report to the General Assembly at its thirteenth session.[5/] Briefly, local government in the rural areas of Western Samoa is based on the traditional matai system and is carried out through village fonos or councils of matai. Various attempts have been made to promote the establishment of statutory local authorities and a Village and District Government Board exists to investigate proposals and make recommendations for the establishment of such bodies. So far, nine local bodies have been created upon the Board's recommendations but have remained inactive owing to lack of funds and of qualified people to manage their affairs.

40. The Trusteeship Council has previously been concerned to see greater progress in local government but so far the people of Western Samoa have shown no great desire to replace their traditional authorities by a more formal system. The Administering Authority reports that, following the appointment of a Samoan Minister in Charge of District Affairs in 1958, a fresh approach to the problem is being considered.

41. The Visiting Mission pointed out that the problem of local government development must be viewed in relation to the relatively small size of the population. While it did not wish to discourage the establishment of local government bodies on generally accepted

5/ Official Records of the General Assembly, Thirteenth Session, Supplement No. 4, volume I (A/3822), p. 60.

lines, it believed that at the present stage more advantage might be derived from establishing local committees for specific purposes, with a view to stimulating and canalizing local initiative and community effort for the improvement of social standards in each area and for increasing economic production.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF SAMOANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

42. The Western Samoa Public Service was established as a separate service in 1950. It is under the control of a Public Service Commissioner appointed by the Governor-General of New Zealand, assisted by two Assistant Public Service Commissioners, one of whom is a Samoan, the other being the New Zealand Secretary of Island Territories. There is a Public Service Board of Appeal consisting of the Chief Judge, as chairman, one person appointed by the Minister of Island Territories upon nomination by the High Commissioner and one officer elected by the members of the Public Service. At the end of 1958, out of a total strength of approximately 1,300 persons, eighty were overseas officers. The Administering Authority stated that many full and part-Samoans hold senior positions and that the heads of ten departments or divisions are locally born officers.

43. At its twenty-second session, the Trusteeship Council hoped that a comprehensive and intensive training programme would produce an increasing number of local personnel to assume the principal administrative and technical posts. It was also concerned to see a Samoan appointed as soon as possible as Public Service Commissioner.

44. The Administering Authority reports that during 1958 the territorial Government continued its training programme designed to accelerate the promotion of Samoans to responsible positions and that the Samoan Assistant Public Service Commissioner would be sent to New Zealand in 1959 to gain further experience. Within the Territory, on-the-job training provided by the government departments has been supplemented since early 1957 by night classes in various trades. Since the inception of the scholarship scheme (see section on educational advancement), about forty former students trained in New Zealand have been appointed to the Service.

45. The 1959 Visiting Mission stressed the importance of training Samoans to fill the higher administrative posts now occupied by overseas officers. It considered that a special programme, distinct from the ordinary scholarship scheme, was needed to give selected Samoans administrative training coupled with higher education and it suggested that a list of the posts for which Samoans ought to be trained should be drawn up as quickly as possible. The Administering Authority informed the Trusteeship Council at its twenty-fourth session that this list had already been prepared in the Territory and that it would make arrangements for the required training whenever possible. The Administering Authority was conscious of the need for further training of Samoan public servants and would co-operate fully in this work.

46. The Mission noted that the New Zealand Government and the Government of Western Samoa both wished to see a thorough overhaul of the Public Service before the attainment of self-government. To this end, two separate investigations had been arranged, a salaries tribunal and an organization and methods investigation. The latter would be a comprehensive critical examination of the efficiency of the Service and its organization in relation to the functions which it performs. The tribunal, which was scheduled to meet in July 1959 would inquire into and recommend salary and wage scales appropriate to living costs and to the economic conditions of the Territory and also recommend the minimum salary or wages to be paid to adults employed by the Public Service. On the general question of salaries the Mission reported that it had heard complaints that overseas staff received somewhat higher basic salaries than local recruits with the same qualifications. It considered that in such cases the basic salaries should be the same and that the extra benefits needed to attract overseas staff should be paid in the form of higher allowances.

47. At present, the independence of the Public Service from political influence is ensured by vesting control in a Public Service Commissioner appointed by the Governor-General of New Zealand. The Mission found that there was general agreement in Western Samoa upon the need to ensure the continued independence and competence of the Service after the attainment of self-government, while at the same time providing that government policies are carried out. After hearing the views of the Public Service Association and the Working Committee on Self-Government, it concluded that appropriate provision should be made in the constitution for the independence of the Public Service. This might be achieved either through a single commissioner or, the Mission suggested, it might be better to have a Public Service Commission consisting of a full-time commissioner and two part-time members. The Commission would, in accordance with agreed regulations, fill the great majority of posts, while appointments to a few senior posts such as certain heads of departments, might be made by the Cabinet in consultation with the Commission. The Mission thought that it would be advisable for the Legislative Assembly to approve the regulations governing the Public Service and it considered that the Appeal Board should be retained to supervise their implementation. Commenting on these suggestions, the Administering Authority stated that it strongly endorsed the view that appropriate provision should be made in the Constitution for the independence of the Public Service and favoured the Mission's suggestion that there should be a Public Service Commission consisting of the commissioner and two part-time members. It considered that in practice the Commission should consult the Western Samoan Government on all appointments to senior posts but that, with one or two exceptions, the appointments should be made by the Commission. Certain important posts, such as the Senior Financial Adviser and the Senior Legal Adviser, should possibly be cabinet appointments. It agreed that the Appeal Board should be retained.

48. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council stresses the importance of training Samoans to occupy the senior posts in the Administration at present filled by overseas officers. It considers that a special programme is needed to give Samoans selected from within or outside the Public Service appropriate training coupled, where neces-

sary, with higher general education. The Council notes with satisfaction the statement of the Administering Authority that Samoanization of the Public Service will be accelerated and that a list of officers to be trained has already been prepared.

The Council, considering it important that the independence of the Public Service from political influence should be preserved, endorses the opinion of the Visiting Mission that appropriate provisions should be included in the Constitution.

JUDICIARY

49. Jurisdiction for the administration of justice is vested in a High Court consisting of a Chief Judge, a Puisne Judge, a full-time Commissioner, two part-time Commissioners and four Samoan associate judges. Formerly the Court also included fourteen district judges, but this system was abolished in 1958 and the Samoan Associate Judges now sit monthly in two districts of Upolo and two districts of Savai'i, besides acting in an advisory capacity to the Judges and Commissioners. The Chief Judge, Puisne Judge and Commissioners are appointed by the Minister of Island Territories while the associate judges, who may be any Samoans of good standing, are appointed by the High Commissioner on the recommendation of the Chief Judge and with the concurrence of the Council of State. In 1959, the jurisdiction of the associate judges was increased and an associate judge with two or more years' service may now impose a term of imprisonment up to a maximum of three months. There is a right of appeal from the High Court to the Supreme Court of New Zealand.

50. According to the 1959 Visiting Mission, the Working Committee on Self-Government considered that, since it would not be possible for some years to appoint Samoan citizens with legal training and experience as judges of the High Court, it would be of great assistance to Western Samoa if New Zealand were willing to continue to make suitably qualified persons available for appointment as judges to the Samoan Government for periods of three years. The Administering Authority informed the Trusteeship Council at its twenty-fourth session that it was willing to do this, subject to satisfactory conditions of service being offered by the Government of Western Samoa.

51. The Mission reported that the Samoan leaders fully shared its view that the independence of the judiciary should be provided for in the Constitution. For judges appointed from New Zealand the fact that they had security of tenure in the judicial system of that country would be a sufficient guarantee of independence, but, for other judicial posts, it believed that a Judiciary Committee should be set up under the chairmanship of the Chief Judge with the Attorney-General and other non-political members to make recommendations to the Cabinet on appointments and other matters. The Administering Authority also favoured this suggestion.

52. The Mission understood that the Governments of New Zealand and Western Samoa would discuss appropriate provisions for the hearing of appeals from the High Court. The Mission believed that some arrangements for an appeal system would be useful.

53. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council shares the view of the Visiting Mission that the Constitution of Western Samoa should provide for the independence of the judiciary and notes with satisfaction that this view is also shared by the representatives of the Samoan people. It notes that the Administering Authority is willing to continue after independence to make suitably qualified persons available to the Samoan Government for appointment as judges of the High Court of Western Samoa.

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

CONSTITUTIONAL ARRANGEMENTS

(a) Development of representative, executive and legislative organs and the extension of their powers

54. The representatives of France, Italy, China and Paraguay expressed satisfaction at the decision to advance the date for the introduction of cabinet government to 1 October 1959.

55. The representative of the Union of Soviet Socialist Republics said that the Administering Authority should take steps within the near future to grant real powers to the representatives of the Samoan people, to eliminate the restrictions upon the rights of the Legislative Assembly, to establish a Samoan Government with full powers, to liquidate promptly the emergency powers of the High Commissioner and the reserved powers of the Administering Authority.

56. The representative of the United Arab Republic expressed his confidence that the constitutional problems to be solved before the Territory gains its independence will be settled on a sound basis, account being taken of Samoan traditions and the requirements of an independent modern State.

57. The representative of India noted that the Legislative Assembly and the ministerial system of government had functioned satisfactorily. He hoped that cabinet responsibility would be real and that the reviewing powers of the Executive Council and the reserve powers of the High Commissioner or the Council of State would be allowed in practice to fall into desuetude.

(b) Head of State

58. The representative of France stated that the question of the Head of State was primarily the concern of the Samoans themselves and had no direct bearing on the objectives of the Trusteeship System. The main point was that the government machinery should function well.

59. The representative of China suggested that the question of how the joint Heads of State would exercise their constitutional functions might be determined by having them alternate in office on a yearly basis.

60. The special representative of the Administering Authority said that the resolution adopted by the Fautua and the members of the Legislative Assembly only partly clarified the question of the method of filling future vacancies in the office of Head of State. Further consideration would have to be given to this matter by the Working Committee on Self-Government.

DOMESTIC STATUS

61. The representatives of the United States of America and Belgium endorsed the recommendation of the Visiting Mission concerning domestic status.

62. The representative of Burma noted with satisfaction the passage of the Status Disabilities Removal Ordinance, 1959. He hoped that a common domestic status would be established before the termination of the Trusteeship Agreement.

63. The representative of Italy was gratified that the arguments of the Visiting Mission seemed to have affected the rather rigid thinking of the Samoans in this matter.

64. The representatives of Haiti stressed the need to achieve a common status for all Samoans. He felt great satisfaction in learning that some evolution in that sense was taking place.

65. The representative of India hoped that the Working Committee and the Legislative Assembly would give due weight to the concern of the United Nations that a common domestic status should be developed for all inhabitants of Samoa regardless of race.

66. The representative of the Administering Authority agreed that every effort should be made to establish a common domestic status before the attainment of independence.

ELECTORAL SYSTEM: DEVELOPMENT OF UNIVERSAL SUFFRAGE AND DIRECT ELECTIONS

67. The representative of France considered that the adoption of universal suffrage was not a pre-condition to the attainment of independence.

68. The representative of the United States was pleased that the Samoan leaders were disposed to consider the suggestions made by the Visiting Mission regarding the desirability of removing the racial basis of representation in the Legislative Assembly. He believed that the matai system was sufficiently flexible that such a result could be achieved if the people so desired.

69. The representative of Burma considered that the present system of matai suffrage was not satisfactory and urged that the possibilities of achieving a broader suffrage before the termination of the Trusteeship Agreement should be explored.

70. The representative of Belgium said that although universal suffrage was the most perfect system and one which was best suited to democratic ideals, it was obvious that the institutions of each society must take into account the customs and traditions of the people. It would nevertheless be desirable to render the matai system more flexible.

71. The representative of Italy said that, so long as a dual electoral system continued to exist, admission to one or other electoral roll should not be based on race but on the free choice of the individual.

72. The representative of China was gratified to learn that the Visiting Mission's suggestion concerning a non-matai electoral roll was being given earnest consideration by the Samoan leaders.

73. The representative of the USSR observed that, since the Territory was embarking upon the most important period of its development, the question of universal suffrage was of particular importance. The future electoral law must have a just and democratic basis and must exclude all racial discrimination. At present, only persons of European status enjoyed complete electoral rights and, if universal suffrage was not introduced for all citizens of Western Samoa, persons of Samoan status would suffer an injustice and a restriction of their rights. He was not suggesting the liquidation of the matai system which had certain good beginnings but he considered that it should be expanded by enabling all adult Samoans to participate not only in the election of matai, but also in the elections to the national parliament. The Trusteeship Council should propose to the Administering Authority that it should put the issue of the introduction of universal suffrage to the Samoan people themselves during the coming plebiscite.

74. The representative of Paraguay considered the matai electoral system to be unsatisfactory and preferred a common roll based on universal suffrage.

75. The representative of India endorsed the Mission's suggestion that "in addition to the matai roll, there should be a non-matai roll on which all persons, whatever their racial origin, living outside the scope of the matai system and not enjoying its privileges or carrying out its obligations should be entitled to register". He also stated that the normal practice of holding elections under secret ballot whenever two or more candidates submit duly completed nomination papers should be adopted. He recalled also the view of the Visiting Mission that the electoral provision whereby a candidate is elected if he is nominated by a majority of the matai in his constituency was unique and appeared to be open to undue influence and pressure.

76. The special representative of the Administering Authority said that the method of election by majority nomination was not, in practice, as bad as it seemed. It was a procedure which had grown out of the Samoan tradition of reaching decisions by agreement and, as such, should not be too lightly cast aside.

77. The representative of the Administering Authority, referring to the question of universal suffrage, said that it was not proposed to impose changes to which the people were as yet unreceptive.

LOCAL GOVERNMENT

78. The representative of the United Kingdom of Great Britain and Northern Ireland considered that it was more likely that progress would be made in local government by proceeding from the practical needs of the people to local government bodies suited to those needs.

79. The special representative of the Administering Authority agreed that this approach was worthy of very careful consideration.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF SAMOANS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

80. The representative of the United States was gratified to note that New Zealand officials would still be available to fill high administrative posts for some time, but observed that these responsibilities must be progressively transferred into Samoan hands. He hoped that the scholarship scheme would receive

every encouragement and assistance and that every effort would be made to recruit and train Samoans to fill senior posts.

81. The representative of Burma noted that very few Samoans had been appointed to senior administrative positions during 1958. He hoped that the Administering Authority would spare no effort to intensify the training of Samoans for the Public Service.

82. The representative of Italy welcomed the New Zealand Government's declaration that it was willing to continue to supply the future State of Western Samoa with skilled personnel until qualified Samoans were available and also its assurance that it was prepared to give further assistance in training young Samoans for positions of responsibility.

83. The representative of China observed that the shortage of Samoans qualified to occupy senior administrative posts was one of the deficiencies which the territorial Government must strive to remedy with the necessary assistance of the Administering Authority. The lack of suitable candidates for training emphasized the need to expand secondary and higher education.

84. The representative of the USSR supported the conclusion of the Visiting Mission that it was necessary to speed up the substitution of Samoan for New Zealand personnel in the Administration and to prepare and carry out a programme for the training of Samoan officials.

85. The representative of Paraguay hoped that a sufficient number of well-trained Samoans would be available to replace New Zealand officials to high posts when governmental authority was transferred to the Samoans.

86. The representative of the United Arab Republic considered the present system of public service adequate. The Public Service Commissioner would implement the regulations governing the status of public servants; there would be a provision for appeal to control the application of the regulations. He was satisfied to note that a Samoan would shortly head the civil service. It was necessary to speed up the training of Samoan personnel to replace New Zealand officials.

87. The representative of India hoped that generous assistance would be forthcoming from the Administering Authority in the preparation of an emergency programme for the training of selected Samoans to fill high administrative posts.

88. The special representative of the Administering Authority thoroughly agreed that the Samoanization of the Public Service must be accelerated. That would be done and the list of officers to be trained, which was mentioned in the Visiting Mission's report, had already been prepared. There were limits, however, to the extent to which it was possible to accelerate training and experience.

89. The representative of the Administering Authority said that overseas officers in the senior posts of the Public Service would be contract employees of the Samoan Government. Their places would be taken as soon as possible by Samoan citizens.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

90. Except for a few minor industries catering to local requirements, Western Samoa's economy is exclusively agricultural and, apart from the growing of subsistence crops, is based on the export of three main commodities: cocoa, bananas and copra. The greater part of these crops is produced by the Samoans using traditional methods on village land owned and cultivated under the matai system. The Western Samoa Trust Estates Corporation, a public undertaking whose annual profits are normally paid over to the Western Samoa Treasury, is the other main producer. The Territory has no exploitable mineral resources.

91. Cocoa and copra are both subject to severe price fluctuations on the world market and this has resulted in recent years in budgetary difficulties and eventually in 1957 to a curtailment of several development projects. Having been informed of the opinion of an expert survey team which visited the Territory in 1957 that the Territory's budgetary problems were only a symptom of an unstable economic situation, that the Territory's basic economic problem was to increase and diversify production, and that the Territory appeared to have adequate resources at its disposal to finance its social services and to accelerate development, the Council at its twenty-second session recommended the adoption of the necessary measures to develop indigenous agriculture and the economy of the Territory along modern lines. Considering also that the rapid population growth, the advanced stage of the Territory's political development and other factors laid stress on the urgent need for a territorial development plan, the Council hoped that, following the appointment of a Minister for Economic Development in 1957, a detailed long-range development plan would soon be formulated. The Council hoped that the data furnished by the geological, soil and land surveys would provide a useful basis for development planning. It also expressed the hope that consideration would be given to the establishment of industries.

92. The following table of figures show the increases which have been made in recent years in the production of export crops:

	1954	1957	1958
Bananas (cases)	307,106	328,569	884,080
Cocoa (tons)	2,422	3,076	4,029
Copra (tons)	13,664	14,325	13,731

93. In 1958, bananas produced a revenue of over £1 million or about 35 per cent of the total value of the Territory's exports. At present the crop is shipped to New Zealand but there is some question as to whether New Zealand can continue to absorb the output. Other markets are therefore being sought but as yet have not been found. While it was in the Territory concern was also expressed to the Mission about continued access to New Zealand markets after the Territory has attained self-government. The Mission was assured by New Zealand authorities in Wellington that the New Zealand Government intended to continue to accept shipments of bananas from Western Samoa sub-

ject to the ability of its markets to absorb them and to the claims of Fiji and Tonga to participate in their traditional market in New Zealand.

94. Cocoa exports in 1958 produced a revenue of nearly £1.25 million or about 43 per cent of the value of all exports. Copra exports were valued at £618,659, representing about 22 per cent of the exports. In response to the recommendation made by the Council at its twenty-second session that a specific programme for the replacement of old trees should be undertaken, the Administering Authority stated in its annual report that the Trust Estates Corporation had embarked on a comprehensive programme of coconut replanting and that the Agricultural Department had attempted to encourage Samoan planters to follow this example. Unfortunately, although assistance had been given by the provision of seed nuts of high quality, there had been little interest in large-scale replanting. The Copra Board with, since 1958, the Minister of Agriculture as Chairman, centralizes the management and export of copra, negotiates overseas contracts and controls a stabilization fund made up of levies on exported copra and amounting to £463,000 at the end of 1958. On 1 January 1958 the Copra Board entered into a contract with Unilever Ltd.

95. Coffee is still in the very early stages of development as a commercial crop but an experimental plot of 325 acres was planted by the Trust Estates Corporation and there are indications, the Mission reported, that there are areas of land suitable only for coffee-growing. Other crops which are still in the experimental stage are avocado, spices (i.e., nutmegs and pepper) and manila hemp.

96. From the results of the recently completed soil survey it appears that there is sufficient undeveloped land to permit expansion to continue at the present rate for the next thirty years. The major problem of agricultural production is to improve the methods of the Samoan peasant farmer and to rehabilitate about 20 per cent of the existing agricultural land, which has deteriorated. Since 1946, the Department of Agriculture has been following an active programme of extension services, in the form of district production campaigns and advisory work at the village level, which is supplemented by the educational work being done at the Avele Agricultural College. In addition, experimental and demonstration work is carried on at two farms on Upolu, in both cases with a view to promoting more intensive cultivation, and it is planned to establish a third centre for the same purpose on Savai'i.

97. In the past, many Samoans have been reluctant to recognize the need for technical advice and the Visiting Mission considered it encouraging to note that this aspect of the Department's work was receiving increasing public support. The Mission hoped that similar support would be forthcoming for an active programme of forest conservation and development, both to meet the urgent need for the protection of watersheds and to provide a supply of timber. Greater attention should also be given, the Mission considered, to the possibility of developing a livestock industry on Samoan land for which there are extensive areas of suitable land at higher elevations.

98. A basic problem in increasing agricultural productivity arises from the excessive fragmentation of holdings and the small degree of security to the industrious occupiers who hold their land at the discretion of a superior matai. Although there is a tendency for the system to become modified and for the control of land to be localized in the family group, the Mission nevertheless considered that uncertainty of occupation tended to discourage the cultivator from making any permanent improvements and felt it should be possible to introduce a usehold system which would give the occupier and his descendants security of tenure so long as the land was properly cultivated. A further result of the customary system of land tenure has been that in the past the occupiers of land have not possessed the necessary security to raise capital for development purposes. This difficulty will, it is hoped, be partly overcome by the establishment of a development department within the new Bank of Western Samoa which will be empowered to make advances for such purposes on special terms. At its twenty-second session, the Council, noting that an increasing number of indigenous people wished to adopt plantation methods in agriculture, had recommended that the necessary steps be taken to provide financial and other facilities for them.

99. The Mission noted that, in view of the small scale of most Samoan production, the existence of a large agricultural organization in the form of the Western Samoa Trust Estates Corporation assumed special importance. As the Council was informed at its twenty-second session, this Corporation was created in 1957 to take over the former Reparations Estates and its board of directors consists of seven members, five of whom are inhabitants of Western Samoa. The Corporation transfers its surplus annual profits to the Government (in the form of a grant) after making provision for its own reserves. Owing to the need to build up a cash reserve, the Corporation was unable to make a grant in 1957 but resumed this practice in the following year when it transferred the sum of £30,000 to the Government. The importance of the Corporation, and its value to Western Samoa, lay not only in these annual payments, the Mission commented, but even more in the substantial contribution which it makes to the economy from the produce of over 15,000 acres of scientifically operated plantation and grazing land. The estates served a most valuable function as a centre for experimentation in, and demonstration of, new crops. During 1958, the Corporation embarked on a fifteen-year programme of development and replanting which would include the addition of 2,000 acres of new coconut plantations, 1,000 acres of coffee and 500 acres of cocoa. It was understood that the cost of this programme would not prevent the Corporation from making some annual grants to the Samoan Government. At its twenty-second session, the Council had considered that the Western Samoa Trust Estates Corporation should be an important source of revenue for the Territory and could serve as a valuable model for the development of modern agricultural techniques.

100. Although the financial difficulties experienced in 1957-1958 limited the amount of developmental work which could be undertaken, the Administering Authority reported that several important schemes had been completed, including the dredging of Apia harbour and the extension of the inter-island jetty at Salelologa in Savai'i. The provision of roading on the Vaivase land settlement—a project in which the Council had expressed interest at its twenty-second ses-

sion—would enable the maximum benefit to be derived from this important scheme.

101. With regard to development plans, the Legislative Assembly adopted in October 1958 a short-range development plan covering the years 1959–1961 and calling for a total expenditure of £ 300,000. The plan envisages: (1) the sub-division and development of five areas of vacant government land (totalling about 18,000 acres) for settlement by selected Samoan leaseholders; one purpose of this would be to stimulate similar development of Samoan customary land; (2) expansion of the extension services and experimental work of the Department of Agriculture; (3) the construction of more feeder roads as a supplement to the existing programme of road construction; (4) the initiation of engineering surveys with a view to the eventual construction of a deep-water berth in the Apia harbour and a deep-water harbour on Savai'i; (5) the investigation and encouragement of secondary industries.

102. Finance for these proposals is being provided by borrowing from the Copra Stabilization Fund (under the authority of the Financial Powers Ordinance reported upon to the Council at its twenty-second session) and by an allocation from the grant made during 1958 by the Trust Estates Corporation. Engineering surveys for harbour development, the Mission was informed, began in 1959.

103. The Mission commended the plan for the proposed increase of agricultural extension services, especially on Savai'i where there were at present only two senior and several junior field assistants. The Mission also noted that active measures were to be taken to encourage industrial development, for example by offering tax and other incentives and loans at low rates of interest. One of the purposes of this would be to help solve the problem of under-employment in Apia. The Mission felt that among the possibilities which should be more extensively explored was the establishment of a commercial fishing industry both for local supply and, if feasible, for export.

104. The plan, however, was no substitute for a long-range comprehensive programme of development which Western Samoa undoubtedly needed and which would enable the Territory to make the best use of the financial resources available to it. The Mission believed that, in view of the particular characteristics of the Territory and its people, any development programme of a comprehensive character should be based to a large extent on encouragement of and support to local community initiative. At its twenty-second session, the Council had also suggested that the feasibility of applying the principles of community development be examined in the Territory, and the Administering Authority reported that in conjunction with the territorial Government it was considering means whereby selected Samoans might receive more formal training in the principles of community development.

105. The Mission also felt that consideration might be given to the advantages of stimulating producer co-operatives in the light of the experience which would be gained by the Territory's first agricultural production society, which was registered in 1957. Heretofore, the development of the co-operative movement had been predominantly in connexion with trading and the provision of credit, and at the end of 1958 there were thirty-three trading societies, three credit societies and three service or importing societies. The Mission also hoped that a new registrar of co-operatives would soon be appointed. At its twenty-second session, the Council had also hoped that further progress would be made in the development of producer co-operatives.

106. In conclusion, the Mission recommended that, in view of the responsibilities of the United Nations towards Western Samoa, favourable consideration should be given to any requests which the New Zealand Government might make on its behalf for assistance under the Expanded Programme of Technical Assistance and the United Nations Special Fund. The Mission had in mind projects such as the preparation of a comprehensive development plan and also specific technical surveys, some of the cost of which might be defrayed by the international agency. Moreover, should Western Samoa ask for the services of an agricultural expert from FAO to assist in expanding and intensifying the efforts of the Agricultural Department, the Mission hoped that the Administering Authority would take the necessary steps to secure a suitable officer. The Administering Authority, commenting on this, said that it would be pleased to transmit requests from the Government of Western Samoa for assistance of the kind mentioned in the Mission's report.

107. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the improvement in the Territory's economic situation during 1958, especially the substantial increase in copra prices and in the volume of exports of bananas and cocoa. It also notes the approval by the Legislative Assembly of a preliminary short-term development plan. The Council considers that, in view of the Territory's approaching independence and of the continuing problem of its rapidly increasing population, there is an urgent need for comprehensive long-term planning of economic development and for greater efforts on the part of the Government and people of Western Samoa to achieve an accelerated rate of economic growth and diversification. In this connexion, the Council endorses and commends to the attention of the Samoan authorities the views and suggestions of the Visiting Mission.

Bearing in mind that agriculture is, and is likely to continue to be, the basis of the Territory's economy, the Council commends the work being done by the Department of Agriculture, and in particular its extension services. It stresses the importance of experimental and research work in agriculture and the development of agricultural education. While it hopes that every means of increasing agricultural production and of introducing new export crops will be explored, it also draws attention to the importance of encouraging the establishment, as soon as possible, of secondary and other industries including commercial fishing, and of developing communications both external and internal.

Considering the Territory's need for external assistance, the Council welcomes the statement of the Administering Authority that it is willing to continue to assist the future independent State of Western Samoa, should it wish for such assistance, to achieve a faster rate of economic development. It shares the opinion of the Visiting Mission that the possibilities of international assistance should be explored, and is

confident that sympathetic consideration will be given to any request which the New Zealand Government may make on behalf of Western Samoa for assistance from the various United Nations programmes of technical assistance, the Special Fund, the specialized agencies or other appropriate international organs.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

108. The effects of the fluctuations in the world market prices for the export commodities have been reflected in the budget of the Territory and, for some time prior to 1957, the increasing deficits in the annual budget were made up by withdrawing from accumulated reserves. During 1957, the balance of the General Reserve Fund had fallen to such a level that the Executive Council decided to curtail work on some capital projects and to "prune" maintenance expenditure whenever possible. During 1957, the Western Samoa Trust Estates Corporation had also decided not to make a grant from its 1957 profits to the territorial Government and the Administering Authority had therefore undertaken to make a number of grants to supplement the Territory's revenue in 1958. The Council noted these facts at its twenty-second session when it hoped that the necessary fiscal measures would 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 had had to be reduced temporarily for reasons of economy.

109. The Administering Authority reported that during 1958 the budgetary difficulties had been considerably eased by a general improvement in world market conditions for the Territory's exports and by a substantial increase in production. The prices of cocoa and copra had continued to rise and banana exports to New Zealand had more than doubled. However, although the Territory's improved trading position and a careful review of the Government's own finances had enabled all essential basic and social services to be maintained during the year, the conclusions of the 1957 Financial and Banking Survey remained true. Due to the improved budgetary situation it was planned to undertake during 1959 the increased programme of development work for which £243,700 had been allocated in the 1959 budget.

110. The revenue and expenditure for 1958 amounted to £1,305,000 and £1,037,000, respectively, as compared with £1,063,000 and £1,274,000 in 1957. There was thus a surplus of £268,000 as compared with previous deficits. Of the total revenue, £61,000 was derived from grants extended by the Administering Authority, including £22,000 for agriculture and £34,000 for educational purposes. The Western Samoa Trust Estates Corporation made a grant of £30,000 to the territorial Government for development purposes from the net profits for the year ended 31 March 1958, but no funds accrued to the 1958 budget from the Corporation. The Administering Authority also offered financial assistance to the territorial Government for 1959 totalling £44,000 (not including such technical assistance as the training and education of scholarship students in New Zealand).

111. The Territory has no public debt. Of the accumulated cash surplus as at 31 December 1958, £145,000 (£92,000 in 1957) was invested in New Zealand and £357,000 (£130,000 in 1957) was held in Western Samoa, Wellington and London. During the post-war period, the total accumulated cash surplus rose from £314,000 in 1946 to a peak of £781,000 in 1951, but had declined to £502,000 in 1958. In addition to this general reserve, the following specific reserves are held: insurance £55,000, currency £200,000.

112. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council notes with satisfaction the financial assistance given by the Administering Authority to ease the Territory's recent financial difficulties. It also notes that profits of the Western Samoa Trust Estates Corporation were available to the territorial Government during the year under review and hopes that these payments will continue. While welcoming the improvement of the budgetary situation, the Council observes that the temporary reduction of public revenues during 1957-1958 underlines the need for Western Samoa further to increase and diversify its exports.

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

GENERAL

113. The representative of France stressed the need of the Territory for internal economic incentives and for external technical and financial assistance. He hoped that the United Nations and its specialized agencies would be prepared to make an effort in this direction.

114. The representative of the United States of America supported the Visiting Mission's suggestion that the Government of Western Samoa should consider the appointment of an expert to assist in organizing and stimulating community development and also its observations concerning the advantage of stimulating producer co-operatives.

115. The representative of Burma noted with satisfaction the opening of the Bank of Western Samoa and the success of Avele Agricultural College.

116. The representative of Italy welcomed the New Zealand Government's declaration that it intended to continue to provide a market for a large part of Western Samoa's banana crop.

117. The representative of China considered that there was an urgent need to diversify the economy. He commended the provision in the short-range development plan for the encouragement of secondary industries and also for the settlement of government land. He endorsed the Visiting Mission's recommendation for a usehold system in regard to the occupation of land and hoped that a development department would soon be established within the Bank of Western Samoa empowered to make advances to farmers for development purposes.

118. The representative of the Union of Soviet Socialist Republics observed that if the future independent State of Western Samoa is to be able to function well from the outset, the Administering Authority must do all possible to improve the Territory's economic and financial situation. The Territory's economy was backward and unbalanced, depending upon three crops, two of which were subject to extreme fluctuations of prices, while the third crop was exported

only to New Zealand, which could not absorb the total production; there were no industries and not a single mile of new road was constructed in 1958. He noted that a short-range development plan had been adopted in 1958 but the most important thing was that it should be implemented. Although the control of banking and currency was a vital attribute of a sovereign State, the charter of the new Bank of Western Samoa, particularly the rights enjoyed by the three directors who were appointed by the Bank of New Zealand, placed it under the domination of New Zealand. The Bank should be made independent of New Zealand and placed under the exclusive control of the competent Western Samoan organs. The Administering Authority had had approximately forty years in which to build up a healthy economy and an adequate health and educational system. The present situation in the Territory showed that the Administering Authority had not carried out its obligations under the Charter and the Trusteeship Agreement as it should have. This made it all the more necessary for the Administering Authority to undertake now, as a matter of urgency, the carrying out of a programme of economic and social development with the direct financial assistance and support of the Government of New Zealand.

119. The representative of Paraguay noted with concern the drop in copra production and hoped that the Administering Authority would make an effort to increase it. Vigorous action on the part of the Administering Authority was needed over the next few years to strengthen the economy. Diversification of production, raising of livestock and the establishment of secondary industries were necessary steps to solve the economic problems of the Territory. He hoped that a programme of publicity and education would lead to the evolution of the land tenure system.

120. The representative of the United Arab Republic stressed the importance of speeding the drafting of an economic development plan followed by measures to meet the desire of the population to have better social and educational services. He emphasized the need of Western Samoa for technical and financial assistance to carry out its programme, especially during the years of its independence. He was confident that the United Nations would do all that it could through technical assistance programmes and its specialized agencies to assist Western Samoa and that New Zealand would take the necessary steps at the United Nations to this effect and would respond to the requests for assistance addressed to it by the Samoan authorities.

121. The representative of the United Kingdom endorsed the suggestions of the Visiting Mission concerning the encouragement of community development.

122. The representative of India considered that, among other things, steps should be taken to introduce cottage industries, handicrafts and small industries which would process the raw materials produced on the island. The Bank of Western Samoa could provide credit for such purposes. He was gratified to note that a beginning had been made in the field of economic planning, but considered that a crash programme of economic development was needed and felt sure that the New Zealand authorities would extend all necessary assistance.

123. The special representative of the Administering Authority said that one of the most important requirements was for a greater appreciation by Samoans themselves of the need for accelerated development and the desirability of planning for the future, which must mean, among other things, the employment of qualified overseas personnel. He was not sure of the ability of the Samoan people to develop a commercial fishing industry unaided. Moreover, there was quite strong opposition in some quarters to the employment of foreign capital. He stated that the possibilities of developing an adequate and viable system of usehold land tenure were under serious consideration.

124. It was quite correct that the Bank of New Zealand was the controlling partner in the Bank of Western Samoa. This situation had been created deliberately and by design, but the Legislative Assembly was fully empowered to alter the Bank's constitution at any time.

125. The representative of the Administering Authority stated that Samoa would face many problems in its efforts to match its population increase with greater economic production. However, the economy of the Territory had developed considerably. The Administering Authority had made grants totalling £900,000 in the last forty years, and had handed over the New Zealand Reparation Estates to Western Samoa. The ordinary revenue of the Samoan Government in 1959 was well over double what it was ten years previously. He agreed that the Territory would benefit from a long-range and comprehensive development plan. Some £2 million had been expended on development projects in the last ten years and the Administering Authority had made both direct and indirect contributions towards this development work. The Administering Authority was willing to continue to assist Western Samoa in achieving a faster rate of development.

DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

126. The representative of the United States noted with satisfaction that the Government's final accounts for 1958 showed a revenue surplus and that this was being used to finance the 1959 development programme. He commended the Administering Authority for its offer of further financial assistance to the Territorial Government during 1959.

127. The representative of Belgium considered that it was highly desirable that the Samoan leaders should pay attention to advice contained in the Financial and Banking Survey of 1957 concerning the need to increase productivity.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

HUMAN RIGHTS

128. The Administering Authority, in its annual report, stated that all elements of the population are secure in the enjoyment of human rights and fundamental freedoms without discrimination as to race, sex, language, or religion. Although the operation of the matai system requires from time to time the subordination of personal opinions to the rights or opinions of the family, Samoan custom itself provides that where social inferiors feel dissatisfaction at treatment received, they are at liberty to withdraw their support and attach themselves to some other branch of their family connexion in another part of the country.

129. The Visiting Mission found that consideration had not yet been given in the Territory to the question of including some provisions concerning human rights in the Samoan Constitution. It therefore suggested that the Constitution should contain provisions on the lines of the Universal Declaration of Human Rights and the constitutions of other States.

130. The Mission had been made aware of the fact that many persons of European status feared that, after self-government, they might not continue to enjoy security of tenure over land which they held as freehold or under leases from the Government or the Western Samoa Trust Estates. The Mission was assured in conversations with the Samoan leaders that these fears were groundless. Shortly after its departure from the Territory, the Mission was informed that the Council of State had, with the approval of the Working Committee on Self-Government, issued the following statement:

"Land and other property rights in Western Samoa which are held in accordance with the law will continue to be respected. It is the intention to make due provision to this effect in the Constitution of Western Samoa. This applies to the land and property rights of all sections of the community".

131. The Mission considered that, together with the above statement, the inclusion in the Constitution of a general guarantee that private property would not be expropriated except in the public interest and then only as prescribed by law, on the basis of equitable compensation, would furnish all sections of the community with an adequate and complete reassurance in this respect. The Administering Authority was generally in agreement with the views put forward by the Mission on the question of human rights.

132. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council endorses the opinions expressed by the Visiting Mission concerning the safeguarding of human rights and hopes that the provisions included for this purpose in the Constitution of Western Samoa will be guided by the Universal Declaration of Human Rights. The Council notes with satisfaction the statement issued by the Council of State with the approval of the Working Committee on Self-Government indicating that it is the intention to make provision in the Constitution of Western Samoa to ensure that land and other property rights which are held in accordance with the law, will continue to be respected.

PUBLIC HEALTH

133. Government expenditure on public health in the Territory in 1958 amounted to £191,000, as compared with £215,000 in 1957 and £230,000 in 1956.

134. During the year under review, the staff of fully qualified medical practitioners, in addition to the Director of Health, consisted of a surgeon specialist and two medical officers, one of whom was the superintendent of the Apia hospital. One locally born person completed his training in New Zealand and was appointed as a medical officer in 1959. The number of Samoan medical practitioners and senior nurses remained at forty-three and eleven, respectively, and there were sixty-eight locally trained nurses (as compared to ninety-four in 1957), eighteen nurses aids (twenty-five in 1957) and six laboratory assistants (eight in 1957). The number of nurses in training during the year was 120, as against 140 in 1957.

135. At its twenty-second session, the Council, recognizing that necessary severe economies had affected the health services, hoped that it would 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. The Council trusted that the programme for training Samoan medical personnel would continue to grow.

136. Tuberculosis is the principal public health problem in the Territory. The Visiting Mission reported that an important tuberculosis control project would be undertaken in 1960 with the participation of the World Health Organization.

137. The Mission received a petition from the Samoan Medical Practitioners requesting further specialized training of practitioners and more medical officers to work in Western Samoa.

138. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with satisfaction the success of the yaws control campaign undertaken with the assistance of the World Health Organization and the plans to carry out a similar campaign for the control of tuberculosis in 1960. Considering that, although noteworthy progress has been made in the provision of medical and health facilities, there is still need for further expansion, the Council takes note of the observations and suggestions made by the World Health Organization (T/1455) and commends them to the attention of the Administering Authority and the territorial Government in the confidence that they will receive careful consideration, particular emphasis being placed upon continuing and intensifying the programme for training Samoan medical personnel.

STATUS OF WOMEN

139. The Administering Authority stated in its report for 1958 that the Convention on the Nationality of Married Women had been ratified on behalf and at the request of the Government of Western Samoa. The Convention entered into force on 17 March 1959.

140. Though by custom women are considered eligible to hold titles of any degree of importance, in practice few of them are elected as matai. Women as organized groups have an acknowledged and respected place in Samoan society. In almost all the villages, women's committees form valuable auxiliaries in the fields of public health and maternal and child welfare. In many districts, they exert a powerful influence on the chiefs in matters of local concern. There is a Central Women's Committee consisting of delegates from all the village committees, and meeting twice a year.

141. At its twenty-fourth session, the Council adopted the following conclusion:

The Council notes the impressive work done by Samoan women in public health, education and other fields and is confident that they will play an increasingly important role in the national life of the Territory.

LABOUR

142. 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.

143. The Wages Council Ordinance of 1957 enabled the High Commissioner to establish wages councils and commissions on inquiry by Order 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.

144. At its twenty-second session, the Council, noting that an increasing number of persons were employed for salaries and wages, and noting also that a beginning in basic labour legislation had been made by the introduction of the Wages Council Ordinance, hoped that further legislation would be enacted soon governing conditions of employment and workers' compensation.

145. In its annual report for 1958 the Administering Authority stated that no councils or commissions of inquiry had as yet been established under the Wages Council Ordinance. With the agreement of the Government of Western Samoa, the Administering Authority was drafting basic labour legislation which would be submitted to the territorial Government for approval.

146. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council notes that certain principles pertaining to proposed legislation governing conditions of employment and workers' compensation suggested by the Administering Authority have been approved by the Government of Western Samoa and that, with the latter's agreement, the legislation is now being drafted by the Administering Authority. The Council, recalling the recommendation on this subject which it adopted at its twenty-second session, hopes that the proposed legislation will soon be enacted.

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

HUMAN RIGHTS

147. The representative of the United States of America commended the statement which had been issued by the Council of State concerning the protection of land and property rights. He fully supported the recommendation of the Visiting Mission concerning human rights.

148. The representative of Australia said the Samoans would doubtless wish to set an example in the promotion of respect for human rights which was one of the principles of the Charter and the aims of the International Trusteeship System.

PUBLIC HEALTH

149. The representative of the United States urged the Administering Authority and the Government of Western Samoa to concentrate on improving generally the public health and medical services.

150. The representative of Burma regretted that for reasons of financial stringency certain health services had been reduced.

151. The representative of China observed that as a result of the economic recovery it should now be possible to allocate more funds for the development of medical and health services.

152. The representative of the Union of Soviet Socialist Republics said that there had been a considerable deterioration in the field of public health during 1958. Expenditure had decreased by £40,000 leading to a reduction in medical personnel. There had been no increase in hospital accommodation despite an acute need, and there were not even enough beds to care for the most urgent cases: for example, the rapid spread of tuberculosis might be due to the large number of infected persons who could not be hospitalized. Furthermore, the Administering Authority had not made the necessary efforts to train Samoan medical personnel. The Trusteeship Council should recommend that the Administering Authority give direct financial assistance and, during the remaining period of trusteeship, make maximum efforts to improve public health services.

153. The representative of Paraguay said that a great deal remained to be done in the field of health. Some of the buildings of Apia Hospital should be replaced.

154. The representative of India hoped that the appointment of a Minister of Health would stimulate further expansion of medical and health facilities.

LABOUR

155. The representative of the USSR observed that, although the number of wage earners was increasing yearly, there was still no labour legislation in the Territory and no social security system. He considered that assistance from the aiga could not be regarded as an adequate substitute for social security.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

156. There are no regulations governing education in the Territory except a clause in the Samoa Act 1921 stating that the Government shall establish schools. A draft Education Bill has been prepared, but its introduction has been delayed.

157. In 1958 the public school system was made up of the following types of schools:

(a) Ninety-seven village schools (107 in 1957) giving six years of primary education. At the beginning of 1958, six pairs of adjoining schools were amalgamated as an economy measure and three were closed. The village schools are staffed by 421 Samoan teachers, most of whom have certificates from the Teachers' Training College.

(b) Ten district schools (ten in 1957) giving two years of further primary education. A further school was opened in 1959. They are staffed by the most competent Samoan teachers and draw the brighter pupils from village schools. There are 763 pupils enrolled in district schools in 1959, as against 510 in 1958 and 660 in 1957. The number of teachers is twenty-seven.

(c) Urban infant and primary schools for Samoan and European children living in Apia and giving a full primary course.

(d) Two residential schools at Avele (Upolu) and Vaipouli (Savai'i). Avele school is being developed as a regional agricultural college under the control of the Director of Agriculture with a three-year course combining general education and practical training in agricultural methods. The possibility of converting Vaipouli into a secondary school for Savai'i is under consideration.

(e) Samoa College, the only government secondary school, with 230 students on its secondary roll for 1959, as compared to 196 in 1958, 181 in 1957 and 150 in 1956. Samoa College provides a four-year secondary course leading up to the New Zealand School Certificate Examination. In 1958, out of twelve students who sat for the examination, three passed and three were held on recount (two out of five passed in 1957); the main difficulty is in the study of English. Samoa College also has a large primary department, providing accelerated courses for selected Samoan students.

(f) Two vocational training schools. The Teachers' Training College provides a two-year course (reduced from three years in 1958) for 126 students (133 in 1958) drawn from the top primary classes. In 1958, seventy-two pupils graduated from the College. There is also a Nurses' Training School.

158. Five different missions (London Missionary Society, Roman Catholic, Methodist, Seventh Day Adventist and Latter Day Saints) maintain forty primary schools (thirty-three in 1957), six secondary schools, one vocational school and two theological colleges, as well as some 289 pastor or catechist schools.

159. The following table gives the enrolment of children in both government and mission schools during the last four years:

	1956		1957		1958		1959	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
Government								
Boys.....	9,572	85	9,178	103	7,492	154	-	199
Girls	9,454	71	9,279	85	7,143	99	-	101
Total	19,026	156	18,457	188	14,635	253	16,093	300
Missions								
Boys.....	3,617	126	3,521	116	3,994	176	4,523	275
Girls	3,469	64	3,243	98	3,651	185	4,082	298
Total	7,086	190	6,764	214	7,645	361	8,605	573

The number of children of school age (six to fourteen inclusive) in the Territory was estimated at 26,749 in 1958. While the number of children within this age group attending school is not available, total enrolment in primary schools during the same year was 22,280, of whom 1,646 were over fifteen years old.

160. There are no institutions of higher education in the Territory. Under a scholarship scheme, the full costs of which were borne in 1958 (as in 1957) by the Administering Authority, students are sent on government scholarships for higher and vocational training, as well as in some cases for secondary education to New Zealand. There were seventy-three scholarship students in 1958, of whom seventeen were receiving higher education and nineteen various forms of vocational training. The Samoan Government awarded one new scholarship in 1958 and four in 1959.

161. Educational expenditure for education amounted to £222,810 in 1958, (compared with £251,000 in 1957 and £236,000 in 1956). Of this sum £34,000 consisted of grants from the New Zealand Government.

162. At its twenty-second session, the Trusteeship Council expressed the hope that basic educational legislation might be enacted in the near future. Noting the reduction in educational expenditure for budgetary reasons, it considered that educational services must be expanded. It reiterated a previous recommendation concerning the introduction of free and compulsory primary education at an early date, and hoped that adequate measures would be taken to expand the opportunities for Samoans to obtain secondary and higher education. Finally, it emphasized the importance of training specialists in law and in the pure and applied sciences.

163. In its annual report, the Administering Authority stated that although a draft Education Bill had been prepared, it would be some time before the Executive Council would be in a position to submit it to the Legislative Assembly. The rate of expansion of the educational services, although recognized as desirable, was dependent upon the ability of the territorial budget to maintain a more costly system. Financial difficulties prevented the early introduction of free and compulsory education. Further finance had been made available for developing Avele Agricultural College, and Samoa College now provided secondary schooling to the Sixth Form level for the most able pupils from the district schools. The Administering Authority was continuing to finance the education of scholarship students at present in New Zealand while the territorial Government had in 1959 granted full scholarships to two Samoans training in New Zealand in law and engineering and was subsidizing the cost of training for two apprentices. Several Samoans had been awarded scholarships to universities other than in New Zealand.

164. The Visiting Mission expressed the view that the educational situation in Samoa was not satisfactory for

a Territory which was soon to be self-governing or independent. Partly because of financial stringencies, the planned expansion had not taken place and owing to cuts by the Legislative Assembly, the number of children attending school had substantially decreased. The administering Authority subsequently informed the Trusteeship Council, however, that with the improvement in the financial situation, renewed and steady expansion of educational services could confidently be expected.

165. While believing that efforts towards establishing compulsory primary education should not be relinquished, the Mission considered that it was of even greater importance further to develop secondary education and vocational training. Otherwise, Samoa would remain dependent on expatriate officials and technicians for an indefinite period.

166. In the Mission's view, Samoa College was deserving of very special support. It would be desirable to increase substantially the number of pupils admitted to the College for secondary studies, but improvements in the standards of district schools must occur before the College could dispense with its own well-run primary department. Since only in this way could an appropriate environment for the study of English be created, the building of boarding accommodations for the pupils at Samoa College should not be delayed any longer.

167. The Mission was told in the Territory that the one or two years of study required after school certificate for entrance to New Zealand universities could be done at Samoa College if two additional teachers were seconded from New Zealand. The Mission believed that the development of Samoa College as a complete secondary school preparing students for the university should be pushed forward, although this should not prevent the continued provision of facilities for some Samoans to attend high schools in New Zealand. The Mission was confident that the proposed secondary school in Savai'i would become a reality in 1960.

168. The Mission considered Avele Agricultural College to be a most valuable institution. The Administering Authority, which shares the expenses of the College with the Samoan Government on an equal basis, informed the Mission that the Samoan Legislative Assembly had reduced its contribution from £7,000 to £6,000 for the current year. Since this might have most unfortunate repercussions on the future of this highly useful institution, the Mission was confident that the Samoan authorities would consider their position. It also expressed the hope that careful consideration would be given to the suggestions by the Principal of the College that a fourth year for purely agricultural studies should be added to the course.

169. The Mission felt that no effort should be spared to improve the quality of teaching in all the schools. It appeared, therefore, that more teaching staff was required in the Teachers' Training College.

170. More than one-third of the primary pupils and two-thirds of the post-primary pupils attend mission schools. Noting that there was no official control over mission schools, and that a sense of common effort was lacking among the different groups of educational workers, the Visiting Mission suggested that an advisory committee on education composed of educators engaged in both administration and teaching from both government and mission schools, and including other prominent persons in the Territory interested in education, should be set up to advise the Government of Western Samoa on all matters connected with education. The first task of the committee might be a review of education policy, which seemed urgently necessary; for the particular purpose an outside expert could appropriately be associated with the committee. There was also need for government inspection of mission schools and for the laying down of curricula for such schools in agreement between the Department and the schools concerned.

171. The Mission expressed confidence that the Samoan authorities would continue to support and develop education in the Territory to the best of their ability. At present, it is the Samoan legislature which must find and appropriate the necessary funds to support and expand the school system. The Mission believed that local initiative might play an even more important role than hitherto. Noting that the local communities had already done much through the voluntary construction and maintenance of schools, it suggested that, as education develops, each district might find it preferable to make part at any rate of its contribution through funds raised and spent under local control. The Mission hoped that attention would be paid to the possibility of some devolution of financial responsibility in the field of primary education to local education boards or some other appropriate form of local authority.

172. While thus recognizing the primary reponsibility of Samoans for the development of education in their own country, the Mission believed that, with some 20 per cent of their limited revenues already devoted to educational purposes, the Samoans would not be able in the immediate future to correct all deficiencies by their own unaided efforts. Noting that the Administering Authority had made important financial contributions to Samoan education, the Mission considered that it would feel a special responsibility to continue this assistance and even to grant further educational assistance to Samoa, even after self-government or independence is attained. After discussions with education officials in both Samoa and New Zealand, the Mission suggested to the New Zealand Government the following concrete steps which it might finance at least for the next few years: (a) while the ordinary programme of scholarships should be continued with New Zealand assistance, a crash programme for the training of selected Samoans in public administration and further general education should be carried out with a view to filling as quickly as possible the responsible posts in the Public Service now occupied by seconded officers from New Zealand. It was suggested that a list of such posts be drawn up by the Western Samoan Government without delay; (b) boarding accommodation should be built at Samoa College and the necessary additional teachers brought in from New Zealand so that the College could begin its expanded role of teaching up to university entrance as early as 1960; (c) the Teachers' Training College should be supplied with two additional teachers from New Zealand; (d) a few additional headmasters for district schools should be sent from New Zealand.

173. The Mission was informed by the New Zealand Government that it was prepared to give further assistance to Samoan education during the period of transition and in the early years after self-government had been attained. This assurance was later confirmed

by the Administering Authority during the Trusteeship Council's twenty-fourth session. The Mission felt that in no other way could so effective a contribution be made to the country's real independence. The possibility of arranging the assistance suggested by the Mission (which, if given by New Zealand, would obviously have to be taken as New Zealand's main form of capital and technical assistance to Western Samoa) would be closely and sympathetically considered after a forthcoming visit by Mr. Beeby, the New Zealand Director of Education, who would discuss educational plans with the Samoans.

174. While fully appreciating the value of what New Zealand has already done for the development of education in Western Samoa, the Mission believed that further assistance on those lines could be of very special benefit to the Territory during the next few years both before and after Trusteeship is terminated. It also hoped that the United Nations, its specialized agencies and Member States would be prepared to grant such facilities as were possible to help with the higher education of students from Western Samoa.

175. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

Noting the observation of the Visiting Mission that education is a major concern of the Samoan people, the Council endorses the Mission's suggestions, especially concerning the need to expand secondary and vocational training in order that the Territory should not be indefinitely dependent upon overseas officials and technicians. The Council stresses the need to complete the construction of Samoa College and to provide it with the necessary additional qualified teachers so that the College can begin its expanded role of teaching up to university entrance standard as soon as possible. It also considers that it is important to continue and intensify the scholarship scheme with the assistance of the Administering Authority. In regard to primary education, the Council hopes that local initiative in the districts may play a still more important role than hitherto.

The Council welcomes the assurance given to the Visiting Mission by the New Zealand Government that it would study closely and sympathetically the possibility of continuing further direct and indirect assistance to Western Samoa for educational development during the period of transition and in the early years after the attainment of independence. It notes that the form that such assistance might take will be considered in the light of the report on the Territory's educational needs which is at present being prepared by the New Zealand Director of Education.

The Council hopes that an advisory committee on education composed of educators from both government and mission schools will soon be set up in the Territory. It notes with interest that contacts between the Department of Education and the missions have become more frequent and it hopes that a system of inspection of mission schools will soon be introduced.

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

176. The representative of France observed that Western Samoa did not possess the financial resources to satisfy all its educational needs, particulatly in regard to secondary and higher education. He believed the Territory would require assistance in this field long after independence. He suggested that lack of fluency in English should not be a barrier to the admission of Samoan students to New Zealand universities provided that their proficiency in the language was sufficient to enable them to follow the courses.

177. The representative of the United States of America believed that the situation in regard to education left much to be desired, particularly as the Territory would soon attain independence. Stressing the importance of an adequate educational system to sustain and further the Territory's development in all fields, he strongly urged the Administering Authority and the Government of Western Samoa to make every effort to increase and expand educational facilities.

178. The representative of Burma regretted that for reasons of financial stringency schools had been closed and about one hundred teachers had been discharged. Emphasizing the need of education for the proper functioning of a democratic State, he hoped that in future years the Governments of New Zealand and Western Samoa would give special attention to education.

179. The representative of Italy shared the concern of the Visiting Mission to see an expansion of secondary and vocational education and was glad to note that the New Zealand Government was prepared to give further assistance to the Samoans with this in view.

180. The representative of China commended the Administering Authority's willingness to provide assistance to education on an even greater scale during the transitional and early period of the Territory's self-government. He hoped that the impending visit by Mr. Beeby would lead to the adoption of a long-term plan for the development of educational facilities.

181. The representative of the Union of Soviet Socialist Republics shared the view of the Visiting Mission that the educational situation was not satisfactory, especially in view of the approach of independence. Both expenditure for education and the number of pupils had decreased over the past three years. Approximately one-third of the children aged from six to fourteen were not attending school and it was reported in the press that at least 3,000 pupils were not attending school because of lack of space or lack of teachers: this after forty years of New Zealand's administration. During 1958, the number of government teachers and primary schools had decreased and a large proportion of pupils were studying in mission schools which were not government-controlled and where more than half of the teachers did not have the necessary qualifications. In the villages, teaching standards were extremely low and the schools were closed down if the local population was not able to support them. The Trusteeship Council should recommend that the Administering Authority give direct financial assistance and during the remaining period of trusteeship make maximum efforts to improve Western Samoa's educational system.

182. The representative of Paraguay considered that the Administering Authority had made a noteworthy effort in the field of education. However, training and education of Samoans to assume the new responsibilities of government called for a broadening of the educational system. He noted with satisfaction the work being done at Avele Agricultural College.

183. The representative of the United Kingdom of Great Britain and Northern Ireland expressed his delegation's satisfaction at the fact than an educational mission would shortly visit the Territory to report on further steps which could be taken to improve Samoan education and that a further meeting of educators in the Territory had recommended that an advisory board of education, with an agreed representation from the missions, should be set up. He hoped that it might be possible to establish some sort of professional association grouping teachers from both outside and inside the Territory.

184. The representative from the United Arab Republic believed that a vigorous effort should be undertaken immediately in the field of education. Among other things, Avele College should be expanded to become a university training college, and a secondary school should be opened in Savaii'i.

185. The representative of India stated that, as practically the entire adult population of the Territory was literate to some degree, a good basis existed for the introduction of universal, free and compulsory education. It was gratifying to note that the Administering Authority and the Samoan Government intended to carry out such a step in some selected areas on an experimental basis in the very near future. He emphasized the need to bring mission schools under an adequate measure of government control.

186. The special representative of the Administering Authority did not agree with the statement that one-third of the children aged six to fourteen were not attending school. He suspected that the number was closer to 3,000. He said that the suggestion that educational co-operation with the religious missions should be proceeded with without waiting for legal formalities deserved careful consideration. Careful attention would also be paid to the suggestion that purely linguistic aptitude should be a secondary consideration in technical training. He assured the Council that all means of increasing the number of scholarships provided in New Zealand and under United Nations auspices were being explored.

187. The representative of the Administering Authority stated that the Territory's educational progress had admittedly been uneven, largely as a result of historical factors. The New Zealand Government scholarship scheme was now beginning to show results, as in the early years of the scheme, children had to be sent to New Zealand at primary school level. Within the next five or six years, Western Samoa would begin to benefit more fully from the scheme and this should greatly ease the present shortage of highly qualified local staff. It seemed generally agreed that urgent assistance should be given to Western Samoa in this most important field and that special attention should be paid to secondary, technical and higher education, including the completion of Samoa College and the expansion of scholarship facilities.

VI. ATTAINMENT OF THE OBJECTIVES OF TRUSTEESHIP

Outline of conditions, and recommendations adopted by the Trusteeship Council

188. In resolutions adopted at various sessions,[6] the General Assembly invited the Administering Authorities to submit estimates of the time required for the fulfilment of measures taken or contemplated towards self-government or independence, including in each case, both intermediate target dates and a time-limit for the attainment of the final objective.

189. In a memorandum[7] submitted to the Trusteeship Council at its twenty-second session, the Administering Authority stated that, taking into account the stage reached and the rate of constitutional development in Western Samoa, and following consultations with the Government of the Territory, 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 for Western Samoa. In the light of this memorandum, the Council hoped that, as a result of consultations between the Administering Authority, the inhabitants of the Territory and the United Nations, it would be possible to determine the timing and arrangements for the attainment of the final objective of trusteeship.

190. The Visiting Mission accordingly devoted particular attention to this matter, consulting with both the New Zealand authorities and the Samoan leaders and representatives. As noted above, agreement has been reached between the Western Samoan and New Zealand Governments for cabinet government to be introduced on or about 1 October 1959 thereby allowing it to operate during a transitional period. Thereafter, the Mission believed, citizenship and electoral laws now under discussion in the Territory should be adopted in time to serve as a basis for the preparation of the rolls for the next elections to the Legislative Assembly in 1960. In the meantime, the Working Committee on Self-Government, reporting to the Legislative Assembly, would continue its preparation of a draft constitution to be submitted to a second Constitutional Convention.

191. The Mission stated that, during its stay, two important decisions were reached which relate to the final attainment of self-government. The first was a resolution adopted by a joint session of the Fautua and the Legislative Assembly confirming the desire expressed by the 1954 Constitutional Convention[8] for a Treaty of Friendship between the future State of Western Samoa and New Zealand. While the terms of such a treaty would be considered prior to the termination of the Trusteeship Agreement, ratification would not take place until afterwards so that the two parties to the treaty would possess equal status. The details of the treaty had not been fully discussed with the New Zealand Government, but the Samoans considered that it should deal only with external affairs and defence. Co-operation in other fields would be dealt with separately by agreements. The Administering Authority emphasized to the Trusteeship Council at its twenty-fourth session that the attainment of independence by Western Samoa was in no way conditional upon its concluding a Treaty of Friendship with New Zealand. Basing its view on what was known to be the wish of the Samoan people, the Administering Authority envisaged that the Treaty would be a short document recognizing the independence of Western Samoa, declaring the goodwill between the two countries and arranging for the conduct of Western Samoa's external relations by New Zealand

6/See Resolutions 558 (VI), 752 (VIII), 858 (IX), 946 (X), 1064 (XI) and 1207 (XII).

7/T/1387.

8/See Official Records of the General Assembly, Tenth Session, Supplement No. 4, (A/2933), p. 190.

save with regard to those matters which it was agreed should be dealt with by Western Samoa. It was also envisaged that there would be consultations between New Zealand and Western Samoa on external affairs which concerned Western Samoa. The Treaty would, moreover, be one between independent countries and, as such, terminable by either party after a specified period of notice. While it had not been possible to consult the Samoans on defensive arrangements, the New Zealand Government considered at present that it might not be necessary to make specific provisions for this in the Treaty. Western Samoa would not be a party to any of New Zealand's defence alliances unless it so wished, nor was it intended that provision be made for the creation of bases in Western Samoa or for the stationing of New Zealand troops there.

192. The second decision referred to by the mission concerned the procedure for ensuring that independence is attained on terms and conditions which are in accordance with the freely expressed wishes of the people. After the members of the Legislative Assembly had consulted their constituents, a joint session of the Fautua and the Legislative Assembly adopted a resolution (the Mission believed unanimously) recommending that a plebiscite should be held, in which all persons over the age of twenty-one should participate, to determine whether or not the people of Western Samoa agreed to the termination of the Trusteeship Agreement and to the enactment of the Constitution proposed by the Constitutional Convention and the Treaty of Friendship with New Zealand. The Mission pointed out that there were two reasons why a plebiscite should be held based on universal adult suffrage: first the Samoan electorate is restricted to matai, and, secondly while self-government in the near future was represented as an urgent desire of the Samoan people by the traditional leaders and elected representatives in all but one of the districts visited, public opinion was not completely unanimous in this regard. The Administering Authority subsequently informed the Trusteeship Council that it would co-operate fully with the United Nations and the Samoan authorities in making the necessary arrangements for holding the plebiscite under United Nations supervision.

193. The New Zealand Government explained to the Mission that until such time as it was able to gauge the success of the propsed system of cabinet government, any specific time-table for the attainment of self-government or independence by Western Samoa must be a tentative one, subject to possible amendment. With this understanding, the New Zealand Government handed to the Mission the following tentative time-table. After the enactment of a citizenship law and the introduction of cabinet government in 1959, the Trusteeship Council would be asked at its summer session in 1960 to recommend that the question of Western Samoa should be placed on the agenda of the General Assembly's fifteenth session. During the intervening months, the elections to the Legislative Assembly would take place based on the new citizenship law and would be followed by the Constitutional Convention. The General Assembly would be asked at its fifteenth session to make arrangements for supervising a plebiscite which would be held in Western Samoa in early 1961. The report of the plebiscite commissioner would be examined by the Trusteeship Council in the summer of 1961 and the Council would be asked to make a recommendation to the General Assembly concerning the termination of the Trusteeship Agreement. This would enable the General Assembly to take appropriate action at its sixteenth session and an agreed date would be determined for terminating the Agreement. The Mission noted that this tentative time-table, which had not yet been discussed with the Samoan authorities, was based on the premise that satisfactory progress would be maintained through each succeeding stage. It hoped that a time-table along the lines proposed would commend itself to all parties concerned. The Administering Authority assured the Trusteeship Council during its twenty-fourth session that, although the time-table was subject to possible modification in the light of further discussions with the Samoan authorities and of the progress achieved, every effort would be made to bring about the attainment of Samoan independence without delay.

194. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the statement of the Administering Authority that the objective of trusteeship for Western Samoa is independence. It also notes that, while the Fautua *and the members of the Legislative Assembly have recently confirmed their desire to enter into a Treaty of Friendship with New Zealand, this Treaty will not be concluded until after the Territory has attained independence. The Council welcomes the further assurance of the Administering Authority that the independence of Western Samoa is in no way conditional upon the conclusion of such a Treaty or any other factor.*

Bearing in mind that the Territory is rapidly approaching the stage of development when the question of terminating the Trusteeship Agreement may be considered, the Council welcomes the resolution adopted by the Fautua *and the members of the Legislative Assembly recommending that a plebiscite should be held, with participation by all persons over the age of twenty-one, in which the people of Western Samoa would be asked whether or not they agreed to the termination of the Trusteeship Agreement and to the enactment of the proposed Constitution and the Treaty of Friendship with New Zealand. The Council considers that the holding of such a plebiscite under United Nations supervision would be an appropriate means of ascertaining the freely expressed wishes of the population as provided in Article 76 b of the Charter of the United Nations and that the exact form of the questions to be put in the plebiscite should be considered at the appropriate time by the General Assembly.*

The Council also notes the tentative time-table proposed by the Administering Authority in respect of the remaining steps which must be taken to enable Western Samoa to attain independence. Although aware that it has not yet been fully discussed with the Samoan authorities and is subject to possible modification in the light of those discussions and of the progress achieved, the Council endorses the time-table in its broad outline and considers that it provides a satisfactory basis for the attainment of the objectives of trusteeship by Western Samoa.

The Council views with gratification the action of the Administering Authority in specifying early successive intermediate targets with tentative dates and their fulfilment in the field of the Trust Territory's political development and considers that this action is fully in conformity with the letter and spirit of para-

graph 2 of General Assembly resolution 1274 (XIII) and the Council's own previous recommendations on this subject. It congratulates the Administering Authority on the manner in which it has proceeded, step by step, in consultation with the Samoan people at every stage, towards the objective of Samoan independence.

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

195. The representative of France considered that the time-table suggested by the Administering Authority was a reasonable one. He observed that the Samoans had shown great wisdom in recognizing that there should be a plebiscite by universal suffrage on the subjects of the abrogation of the Trusteeship Agreement, the promulgation of the proposed constitution and the Treaty of Friendship with New Zealand.

196. The representative of the United States of America was convinced that the necessary steps had been taken or had been planned so that the people of Western Samoa could smoothly and efficiently assume the responsibilities of independence on 31 December 1961. He was glad to learn that the future relationship between Western Samoa and New Zealand would be the subject of a Treaty of Friendship to be concluded after independence when the two parties possessed equal status. He noted with special interest the resolution adopted by the Fautua and the members of the Legislative Assembly concerning the holding of a plebiscite.

197. The representative of Burma doubted whether any question pertaining to a Treaty of Friendship with New Zealand should be included in the proposed plebiscite. He requested the Administering Authority to make a more definite statement of its views concerning future arrangements in regard to defence and external affairs.

198. The representative of Belgium was convinced that the measures already adopted by the Administering Authority and those envisaged by it for the near future in agreement with the people of Samoa would effectively achieve the objectives of the Trusteeship System as laid down by the Charter. He considered that the future relationship between Western Samoa and New Zealand, no matter how important it might be for the future of Western Samoa, was not a matter which should be examined by the Trusteeship Council in order to ascertain whether the objectives of trusteeship had been or would be achieved. As stated by the Administering Authority, the Treaty would be one concluded between sovereign independent States.

199. The representative of Italy congratulated both the Administering Authority and the Samoan leaders on the well-balanced and well-considered plan for the transfer of governmental responsibilities and the termination of the trusteeship.

200. The representative of China strongly supported the Administering Authority's view that the Constitutional Convention should be held after the elections of 1960. With regard to Western Samoa's desire for a Treaty of Friendship with New Zealand, he considered it only natural in view of the excellent relationship and mutual goodwill existing between the two countries. The statements of the New Zealand representative showed that it did not intend to retain any authority over Western Samoa and that there would be no limitation of the independence of the future State.

201. The representative of Haiti observed that, if under the Charter, the ability of the Territory to manage its own affairs is the final objective of trusteeship, this ability is by itself the necessary and indispensable condition for attainment of independence. He could not, therefore, fail to have some misgivings in gauging the present and future possibilities of the Territory in running the machinery of government, since it had been recognized that the Territory would not be able for an undetermined period of time to fulfil its needs in the important fields of justice, education, public health and many others. This was a situation very much to be deplored. However, Western Samoa's economic resources, if properly developed, would be sufficient to ensure its viability.

202. The representative of the Union of Soviet Socialist Republics, noting that, in all its official documents concerning Western Samoa, the Administering Authority referred only to the attainment of self-government, said that he was not satisfied with the statement by the New Zealand representative that this meant independence. The Administering Authority should clearly state that Western Samoa would attain complete and unqualified independence in 1961. In this connexion, he considered that the imposition upon Western Samoa of the proposed treaty of friendship was incompatible with the United Nations Charter since it would restrict and qualify the Territory's independence even before it had been attained. He considered that the drafting of any agreement with Western Samoa should be postponed until the Territory had become a fully independent and sovereign State. He noted the statement of the representative of New Zealand to the effect that New Zealand did not propose to involve Western Samoa in military blocs of which she was a part and that she would not establish military bases or station troops on the Territory of Western Samoa. He also noted, however, from the memorandum of the Government of New Zealand, dated 19 March 1959, that the so-called friendship agreement would provide for the delegation of the authority of the organs of Western Samoa and the transfer to New Zealand of such matters as foreign relations, defence, banking matters and currency. He stated that his delegation considered it necessary to stress that the imposition of such an agreement upon the Samoan people was incompatible with the Charter, which provided for the granting of self-government and independence to Trust Territories. The Trusteeship Council should decide that Western Samoa must receive genuine independence without any restrictions. It should also propose to the Administering Authority that the issue of the introduction of universal suffrage should be put to the Samoan people during the plebiscite. His delegation continued to hold that Western Samoa should be granted complete independence within the next year or two.

203. The representative of Paraguay said that if the dates specified in the time-table could be brought closer, such an acceleration would have a beneficial effect. He wished to see Western Samoa become a Member State of the United Nations as soon as possible. However, it was in the interest of the Samoans themselves that they should be duly prepared for independence in the economic, educational and social fields. He saw no need to make any suggestions concerning the future Treaty of Friendship between New Zealand and

Western Samoa inasmuch as it would be concluded when Western Samoa had achieved independence. He appreciated the work done by the Administering Authority to further Samoan independence.

204. The representative of the United Kingdom of Great Britain and Northern Ireland stated that he had every confidence in the way in which the Samoan leaders would continue to tackle the problems of the Territory. He paid tribute to the Administering Authority for its work, which had brought the Territory to the threshold of independence and expressed the belief that the people of Western Samoa had a happy, prosperous and harmonious future in front of them.

205. The representative of Australia found every reason to believe that the tentative time-table would ensure the attainment of the objectives of trusteeship in Western Samoa on 31 December 1961. He observed that from all the information available, the proposed treaty would involve no diminution whatever of the independent status of Western Samoa. The Administering Authority and the leaders and people of Western Samoa were to be congratulated on their determination to do all in their power to bring into being an independent Samoan State, associated by a purely voluntary treaty with New Zealand.

206. The representative of the United Arab Republic stated that the Treaty of Friendship between Western Samoa and New Zealand should reflect the freely expressed aspirations of the populations concerned. The General Assembly would probably have the draft Treaty before it at its fifteenth session.

207. He remarked that, in accepting the principle of adult universal suffrage for the plebiscite, the Samoans had shown wisdom and political maturity. He was confident that the Samoans and the Administering Authority would do everything possible to implement the time-table, notwithstanding the practical difficulties that might arise.

208. The representative of India was glad to note that it was the intention of the New Zealand Government to give full independence to Western Samoa, thus acting in consonance with the Charter. He considered that the decision of the Samoan leaders and legislature to accept a popular consultation based on adult universal suffrage was evidence of the respect in which the people of Western Samoa hold the Charter, as also of the flexibility of their traditional methods and beliefs.

209. The special representative of the Administering Authority explained that the time-table had not yet been fully approved and considered by the Government of Western Samoa and moreover that, while every effort would be made to carry it out according to plan, each stage would have to be successfully completed before the next was attempted and it was therefore subject to possible amendment in the light of the progress achieved and further discussions with the Samoans.

210. He further explained that the proposed Treaty of Friendship would not cover all the subjects mentioned by the representative of the USSR.

211. The representative of the Administering Authority stated that he had been authorized by his Government to make the following statement:

"The objective of trusteeship for Western Samoa is independence, in no way conditional upon the conclusion of a Treaty of Friendship with New Zealand or any other factor. Wherever the term 'self-government' is used by the Administering Authority in official statements or documents referring to Western Samoa it should be regarded as synonymous with independence. This is, however, without prejudice to the understanding that in the United Nations Charter these terms are used to denote two different political status.

"It is to be expected that the term 'independence' will be used more and more in official statements referring to Western Samoa, although it is unlikely ever completely to replace the term 'self-government' in semi-official or popular use".

212. The Samoan people themselves, he added, had suggested the coupling of the question of a treaty and that of the termination of the Trusteeship Agreement in the plebiscite, the Administering Authority saw value in this proposal. With or without a formal treaty, however, he could not imagine any New Zealand Government not being willing to help the independent Samoa. The New Zealand Government would agree that there were still many ways in which the political, economic and social foundations of the Samoan State could be improved. Further efforts would be made to this end. At the end of trusteeship, Western Samoa would inherit a stable and Samoan central Government, a sound administrative structure, a developing economy and a generally healthy and happy population.

Chapter VIII

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. The total land area, approximately 93,000 square miles, lies wholly within the tropics and has a typical monsoonal climate with heavy rainfall in most areas. Its most characteristic features are: rugged mountain ranges with numerous peaks between 10,000 and 15,000 feet in height; rain forests which cover much of the Territory below the 6,000 feet elevation; grassland in river valleys and in interior highland areas; and extensive swamps and marshes in low-lying areas.

2. The indigenous inhabitants consisting, as of June 1958, of an enumerated population of 1,223,095 and an estimated population of 103,100, are characterized by considerable cultural and linguistic diversity. Throughout the Territory, there are also similar differences in the degree of advancement of the people. In the interior areas, for example, much of the population has only recently come in contact with the Administration, or has had very limited contacts with it, religious missions and western culture generally. The non-indigenous population consists of 11,110 Europeans, 2,783 Asians and 1,180 others.

3. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its recommendations at past sessions regarding the adoption of an official name for the people of the Trust Territory and noting the view of the Administering Authority that it is for the people of the Territory to decide in due course upon the choice of an official name, requests the Administering Authority to include in the next annual report any relevant information on this matter. The Council expresses the hope that the Administering Authority will encourage expressions of opinion on this subject by the inhabitants of the Territory with a view to assisting the early adoption of an official name.

INTERNATIONAL AND REGIONAL RELATIONS

4. At its twenty-fourth session, the Council was informed that the South Pacific Commission's Technical Meeting of Co-operatives was held at Port Moresby in July 1958, and participants included representatives from Papua and the Trust Territory. Subsequently, in April and May 1959, the Fourth South Pacific Conference was held in Rabaul, in the Trust Territory, and was attended by thirty-eight delegates from eighteen Territories and from the Kingdom of Tonga and by twenty-seven alternate delegates and advisers.

5. The special representative of the Administering Authority at the 1001st meeting of the Council stated that co-operation continued between the territorial Administration of Papua and New Guinea, and the Administration of Netherlands New Guinea, in dealing with problems which are common to both Territories. The two Administrations in particular co-operated with respect to agriculture, livestock, fisheries, lands, indigenous affairs, education, health, public works, immigration procedures and the exchange of fiscal information. The Administering Authority stated that, in recent years, exchange visits have made a notable contribution to administrative co-operation. During the past six months, the Assistant Administrator, the Director of Education and the Acting District Commissioner of the Sepik District visited Hollandia, Netherlands New Guinea, and the Government Secretary, Hollandia, and the Director of Public Health, Netherlands New Guinea, conferred in the Trust Territory of New Guinea and the Territory of Papua with senior officers of the Australian Administration.

6. Reservations were made by the representatives of India, the Union of Soviet Socialist Republics and the United Arab Republic regarding the expression "Netherlands New Guinea" which figured in the statement of the Administering Authority.

7. Officers of the territorial Administration also participated in meetings and seminars arranged or sponsored by the World Health Organization, the Food and Agriculture Organization of the United Nations and the South Pacific Commission in Samoa, the Philippines, Australia and Ghana.

EXTENSION OF ADMINISTRATIVE CONTROL

8. The 93,000 square miles of the Territory are classified according to the degree of control which the Administration exercises over the inhabitants. At 30 June 1958, the Territory was classified in the following categories:

	square miles
Area under control.	78,195
Area under influence	7,055
Area under partial influence.	2,400
Area penetrated by patrols .	5,350

9. Included in the above are restricted areas, totalling 17,320 square miles. These may be entered only by indigenous inhabitants, officers of the Administration and persons holding a permit to do so.

10. In areas under control, the aim is to visit the people as often as possible and to remain with them as long as is necessary to deal with any matters which might arise. Visits are made by officers of various departments of the Administration. Areas under influence or partial influence are patrolled as frequently as possible in a similar way, with the aim of consolidating influence and bringing the areas under complete control. In accordance with its declared policy to bring the whole Territory under control as soon as practicable, the Administering Authority stated that exten-

sion and consolidation of influence were continued during 1957-1958, with the emphasis on consolidation.

11. At its twenty-second session, the Council noted with concern that, owing to the difficult nature of the country yet to be penetrated and the fact that the work of consolidation was requiring more experienced personnel than had previously been expected, the Administering Authority might 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 noted, however, that a considerable number of additional officers at present undergoing training would soon become available for the work of peaceful penetration. While fully appreciating the difficulties which had to be overcome, it was confident that, when the services of these officers became available, the Administering Authority would be able to complete this task as soon as possible, and that it would keep the Council fully informed of its plans and the time within which it hoped to fulfil them.

12. In the report under review, the Administering Authority stated that further progress was made in the peaceful penetration of uncontrolled areas and in the work of consolidation in areas under Administration influence. Approximately 84 per cent of the area of the Territory was under Administration control, 10 per cent was under Administration influence and 6 per cent had been penetrated by patrols. Owing to the circumstances noted by the Council and other contributing factors, such as the diversion of field staff to deal with the evacuation, temporary settlement and rehabilitation of 3,500 people following the volcanic eruption of Manam Island, the Administering Authority would not be able to implement its plan to bring the whole of the Territory under full Administration control by the end of 1959.

13. In response to its inquiries, the Visiting Mission was informed that the extension of administrative control depended on the availability of finances and personnel. Experienced patrol officers were needed for the work of peaceful penetration, but the Administration could not weaken its position in areas under control in order to supply them. Although it was desirable to bring the rest of the Territory under control, this obviously could not take place at the expense of consolidation. The Minister for Territories stated that, in response to the wishes mainly of the Trusteeship Council, he had set target dates for bringing the whole of the Territory under control as quickly as possible, but he had informed the Administrator that if sound administration made it impossible to realize them, he would not criticize him. He felt that the Administration should try to bring all areas under control as fast as possible if only to avoid sharp contrasts in the degree of advancement of the people generally. He stated that, as part of the over-all problem, the training of patrol officers was engaging the attention of the Administration. It was now realized that the Native Affairs Department was engaged on about four different stages of work at one and the same time. The sort of expertness, for example, required of a patrol officer in a new area was different from that needed in an advanced one, and the best methods of meeting the new situation were being examined.

14. After learning of the great need for experienced officers which follows the opening up of new areas, the Mission stated that the essential development and sound administration of areas already under control should in no way be jeopardized for the sake of opening up new areas. In these areas, it observed that the people expect an immediate amelioration of economic and social conditions. Unless sufficient staff and funds were available to provide this, principally in the form of a cash crop, adequate roads, medical and educational facilities, it felt that the Administering Authority should avoid arousing the hopes of the people by unduly pushing on into new areas. It did not think that, in the present circumstances, staff and funds should be provided if this necessitated diverting them from areas already under control which possessed more potentiality for economic development.

15. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, bearing in mind its previous recommendations concerning the need to bring the whole of the whole of the Territory under Administration control, notes that the number of trained and experienced staff has not been sufficient to maintain the past rate of progress in opening new areas and, at the same time, to establish the Administration properly in newly opened areas, as well as provide the intensive guidance and services required in the more developed areas.

The Council, while appreciating the view of the Visiting Mission that the essential development and sound administration of areas already under control should in no way be jeopardized for the sake of opening up new areas, recommends that in the interest of uniformity of development the Administering Authority continue the work of extending control at the fastest rate possible consistent with the good of the Territory as a whole, and that it accelerate its recruitment and training programme in order to provide the additional staff required. In that connexion, it notes with interest that 102 cadets, including sixty-three cadet patrol officers, have been appointed to the Public Service.

GENERAL CONSIDERATIONS

16. The Visiting Mission drew attention to the human and geographical factors in the Territory which, in many cases, form serious obstacles to development, and which should always be kept in mind when considering the advancement of the indigenous people. It noted that, after centuries of isolation from the outside world, the social stability which these people had achieved was being shattered by contact with western culture. They were being confronted with new modes of behaviour, beliefs and values, and the obvious material superiority of this alien culture was profoundly affecting their belief in the validity of their own way of life. In the general advancement of the people, the Mission felt it was all too easy to ignore or to underestimate the enormous social problems which accompanied cultural changes.

17. In the Territory, one aspect of this appears in the confusion and sense of frustration among the people which manifests itself in the practice of what is known as the "cargo cult", the central idea of which consists of a belief in the imminent arrival of large stores of trade goods and food sent by the spirits of ancestors. The cult appears to be endemic throughout much of the Territory and is particularly prevalent in the Sepik district, where it occurred in three different areas in 1958. Cult leaders or prophets frequently have great influence among their followers in spite of the fact that they sometimes exploit cult movements for their own benefit. In some cases, former customs are revived,

and law and order are disregarded. Some cults are non-violent, but others are anti-Administration in that orders are ignored and officers may be insulted and spoken to with contempt.

18. Even in some areas where cults do not exist, frustration among the people appears in expressions of anti-Administration sentiment. The Visiting Mission heard speakers blame the Administration for having failed to help them achieve a European standard of living and way of life, and requests were made it to that the Territory should be entrusted to another country. In one case, hostility towards the Administration and opposition towards its policy led to physical conflict in 1958.

19. The Administering Authority stated that it was aware of the existing confusion in the minds of the people concerning its aims, of a certain lack of contact with the people, and of a basic need for better means of communication with them. The Mission believed that the dissatisfaction it heard at public meetings indicated quite clearly a lack of contact on the part of the Administration with many of the people, and the gulf which separated them. It felt strongly that one of the most urgent tasks was the bridging of this gulf, and it hoped that the Administering Authority would spare no efforts to do so as speedily as possible. It agreed with the Administering Authority concerning the need for constant, patient and penetrating efforts to understand more clearly the complex situations the Administration was dealing with; the need to come closer to the indigenous people, to enter more intimately into their minds, and to gain their trust and confidence; and the need for administrative arrangements and leadership to ensure that all the officers engaged in the task of administration would know their task clearly and would have the opportunity of doing it to their full ability. It hoped that recognition of these needs and the steps being taken would result in a solution of existing difficulties and in an improvement of relations generally between the Administration and the people of the Territory.

20. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes certain sporadic indications of dissatisfaction and frustration in the Territory in the form of cargo cults and complaints concerning the Administration. It notes that the Administering Authority is endeavouring to remove the cause of these manifestations by its general educational policy and by promoting the economic development of the indigenous people through the introduction of cash crops.

In this connexion, the Council hopes that the Administering Authority will keep in mind the views of the Visiting Mission as stated in paragraphs 18 and 19 of its report. While noting the view of the Administering Authority that the multiplicity of religious missions has not created any real administrative problems, it nevertheless fears that it may create psychological difficulties, and it therefore hopes that the religious missions will bear these considerations in mind in the exercise of their activities.

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

EXTENSION OF ADMINISTRATIVE CONTROL

21. The representative of the United Kingdom of Great Britain and Northern Ireland felt that the Council should commend the Administering Authority on its plans and intentions in this field, and encourage it to proceed along its present lines to the final goal.

22. The representative of New Zealand hoped that the Council would endorse what seems to be the new emphasis in the Administering Authority's policy.

23. The representative of the United Arab Republic strongly urged that the penetration of new areas and the consolidation of areas already under control should go side by side, and believed that this could be achieved only with additional funds and trained personnel. He was confident, therefore, that the Administering Authority would find ways and means to this end and that the Australian Government would find it possible to appropriate the necessary funds for that purpose.

24. The representative of China believed that the lessons from the Navuneram incident should serve to warn of the danger of going forward while leaving the Territory already under control not properly administered. It would be much wiser to consolidate the areas already brought under administrative control by pressing forward with sound administration as well as economic and educational advancement. The extension of administrative control should by all means continue with speed in the unexplored areas, as long as personnel and finances were available.

25. The representative of Paraguay encouraged the Administering Authority to redouble its efforts to bring the entire Territory under its effective authority as soon as the many difficulties which had to be overcome permitted it to do so.

26. The special representative of the Administering Authority stated that it desired to promote the even development of the peoples of the Trust Territory and for this reason it was determined to bring the whole of the Territory under full administration control as soon as it was practicable to do so.

GENERAL CONSIDERATIONS

27. The representative of the United Kingdom stated that he fully accepted the view of the Administering Authority that the sporadic occurrences of the cargo cult do not constitute a serious problem. He felt that evidence that anti-Administration sentiments existed among the people of the Territory should not unduly alarm the Council. He believed that the Council could well be satisfied with the Administering Authority's assurance that the multiplicity of religious missions had not in fact caused any real administrative problems and that the Administration was alert to the situation and would see what could be done if the need arose.

28. The representative of New Zealand thought that it was easy to read too much into the meaning of the cargo cult. He hoped that, as development proceeded, it would vanish. This process he believed would be greatly assisted by increased contacts between the Administration and the people.

29. The representative of the United Arab Republic commended the Administering Authority for its efforts in educating the indigenous inhabitants and in explaining to them their mistaken beliefs regarding cargo cults, and urged it to initiate a most vigorous, Territory-wide scientific campaign with a view to eradicating from the minds of the people any trace of this dangerous movement. He believed that religious freedom should be observed everywhere, but that competition in winning converts which resulted in confusing the minds of the people should not be permitted. He was confident that the Administering Authority would keep this problem under constant review and discuss it with the heads of the religious missions concerned during their annual conference.

30. The representative of China said that the Territory was moving ahead and that people under Australian administration were filled with a sense of enthusiasm and confidence. He observed that the cargo cult was an expression of unrealized needs and represented a form of insecurity. He believed that the cargo cult would gradually disappear as education and economy further advanced in the Territory.

31. The representative of Italy drew the attention of the Council to psychological problems, both individual and social, which arise out of the impact of European culture on the primitive indigenous cultures of the Territory.

32. The representative of India considered that a new awakening was spreading fast among the inhabitants of the Territory. The so-called cargo cult was evidence of the eagerness of the people for material, social and cultural development. In his opinion, something far-reaching would have to be done before long to increase their production and to accelerate development in all fields. While appreciating the delicate position of the Administering Authority as regards competing religious missions, he hoped that the Visiting Mission's warning that the situation might have in it the seeds of future discord and that old tribal feuds might well be turned into "new moulds" would not go unheeded.

33. The representative of the Union of Soviet Socialist Republics, in referring to Navuneram, stated that when any demonstration of disapproval of the policy of the Administering Authority or any protest by the population against such policy was declared to be a mutiny and subdued by force of arms, those guilty of this repression should be made responsible for it, and the Administering Authority must take steps to prevent the repetition of such cases in the future. He stated that the Administering Authority must not consider its purpose to be the flooding of the Trust Territory with innumerable types of religious missions which were actually hunting for the inhabitants in order to convert them to their own kind of faith, thereby introducing only confusion and disorder, and meddling in matters in which they should not be meddling. The Trust Territory, in his view, needed teachers, doctors and agronomists, and that was where the Administering Authority should apply its efforts.

34. The representative of Paraguay believed that a clear priority must be given to the type of anxiety or spiritual maladjustment among the indigenous population, which had been reflected in expressions of hostility against the Administering Authority.

35. The representative of Haiti, referring to the evidence of rivalry between certain of the religious missions, felt that it was becoming increasingly urgent for the Administration to intervene in order to overcome the difficulties which these rivalries produced in the minds of the indigenous people. He also believed that a vigorous campaign was required to counteract the manifestations of the cargo cult which still occurred in the Territory.

36. The representative of France was convinced that the Administering Authority would know how to solve the problem of establishing better means of communication and closer contacts with the indigenous people.

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

(a) General political structure

37. The basis of the Territory's legislative, administrative and judicial systems is the Papua and New Guinea Act, 1949-1957, which provides for the joint administration of it with the Territory of Papua. The headquarters of the Administration are located at Port Moresby in Papua. The Administrator of the Territory is assisted by an Executive Council consisting of not less than nine officers of the Administration. Under the general direction of the Administrator, the administrative functions of government are discharged by fourteen departments. The detailed administration of each department is the responsibility of the departmental head, subject to the direction of the Administrator. For administrative purposes the Territory is divided into nine districts, each administered by a district commissioner, who is the Administrator's representative and, as chief executive officer, is responsible for general administration and the coordination of the activities of all departments within his district.

38. Subject to the assent of the Administrator, or in certain cases of the Governor-General of the Commonwealth, the Legislative Council is empowered to make ordinances for the peace, order and good government of the Territory. Native local government councils are empowered to make rules for the peace, order and welfare of the indigenous people within the areas of their jurisdiction. District and town advisory councils may offer advice on matters affecting districts and towns.

(b) Legislative Council

39. The Joint Legislative Council consists of the Administrator, sixteen official members, three elected members, three nominated members, three members representing Christian missions, and three indigenous members, of whom two are appointed from the Trust Territory.

40. At its twenty-second session, the Council regretted that the Administering Authority had not yet found it possible to increase the number of indigenous members on the Legislative Council. However, it noted with satisfaction that arrangements had been made for indigenous observers to attend meetings of the Legislative Council on a regular and organized basis, and it

hoped that this and other factors would soon make it possible to appoint additional indigenous members to the Legislative Council.

41. In the report under review, the Administering Authority stated that it would continue to promote education in political administration through its plan for selecting indigenous observers to attend meetings of the Legislative Council on a regular and organized basis, and through the practical training in the methods and procedures of representative government which the people were now receiving at local government level, including the advisory councils. It would keep under review the possibility of appointing additional indigenous members to the Legislative Council.

42. The Visiting Mission was informed that steps were being taken for a further review of the composition of the Legislative Council and that the Administering Authority hoped to increase the number of indigenous members. It was difficult, however, to find indigenous people who at the present time were capable of taking a forceful part in the Council. Each time the appointment of indigenous members came up, it had been difficult to find really competent representatives, because some of the best of the indigenous people were government employees and, as such, were disqualified from membership in the Council. There were not more than a dozen or more others who had had sufficient experience in speaking before assemblies or had a sufficient knowledge of affairs to participate actively in the Legislative Council. It was felt that there was no point in appointing a mere cypher to the Council. If the Administering Authority were certain of getting really effective indigenous members, it would have much less hesitation concerning their appointment.

43. The Mission believed that the Administering Authority was unduly conservative in its views regarding the qualifications that indigenous persons should have to serve on the Legislative Council. It felt that the Administering Authority was running no great risk if an appointed member lacked sufficient experience in speaking or knowledge of affairs, or proved unable to take a forceful part in the Council. During the training period considered necessary, no harm, in the opinion of the Mission, could be done by acquainting an increasing number of indigenous people with the parliamentary practices and procedures which operate in the Legislative Council. It believed that the Council would give them the needed experience and knowledge. It was confident that there were men in the Territory who would not be mere cyphers in the Council, and it hoped that in the proposed review of the composition of the Council indigenous membership would be increased.

44. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, noting that steps are being taken by the Administering Authority for a further review of the composition of the Legislative Council, noting further the views expressed by the Visiting Mission in that regard, expresses the earnest hope that as a result of the proposed review indigenous membership in the legislative Council will be increased. The Council also notes with interest the view expressed to the Visiting Mission by some sections of the indigenous population that they would prefer to elect their representatives to the Council, and hopes that the Administering Authority will give careful and sympathetic consideration to this view.

(c) Native local government councils

45. The Administering Authority considers that basic training in the operation of representative institutions must begin at a familiar level, that of local affairs, and it is accordingly following the practice of working upwards from the village population to evolve a series of democratically constituted local government bodies handling their own affairs. Experience with unofficial village councils in the more advanced areas of the Territory eventually indicated the need for more responsible bodies with definite powers and functions, and in 1950 the first Native local government councils were established.

46. The Administering Authority notes that the councils so far established, apart from their importance as a means of political education, have assisted greatly in raising the social and economic standards of the communities concerned. Their activities in social services, in health and education have given the people a feeling of pride and confidence. Although a few groups have been opposed to councils, generally the residents of council areas, it states, are just as much in favour of local government as they were when councils were first established. When sufficient councils have been established in a district and as community interests become more integrated over a wider area, the people will be consulted regarding the formation of area councils composed of representatives from local units. Some have already taken the initiative by holding combined meetings to deal with matters of common interest although the stage has not yet been reached where an effective federation of councils could be formed. In due course, however, political groupings on a regional basis will become possible.

47. At its twenty-second session, the Council commended the Administering Authority concerning the establishment of new local government councils, and endorsed its policy of encouraging the formation of area and regional councils when it became practicable to do so.

48. During the year ending 30 June 1958, five new councils were established bringing the total to fifteen, and by the time the Visiting Mission arrived in the Territory in March 1959, three additional councils had been proclaimed. Councils have now been established in all districts of the Territory except the Western Highlands. The Mission received requests for the establishment of councils in various areas, and where new councils had been established, it usually found the people keenly interested in them. It was pleased to learn that an inter-district meeting of representatives from all councils would be held in June 1959.

49. The people in one council area complained to the Mission concerning the activities of non-indigenous persons which they believed were designed to hinder the work of councils. Although it had no way of determining the merits of these allegations, the Mission noted that a similar complaint had also been made to the previous Mission. It felt that any activity which appeared to disrupt or interfere with the legitimate functions of councils should be thoroughly scrutinized by the Administering Authority.

50. The Mission noted that one of the most impressive features of its visit to the Territory concerned its meetings with various local government councils, and it felt that the Administering Authority should be commended for their continuing rapid expansion.

51. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council is gratified to note the interest and enthusiasm displayed by the people for local government councils in the council areas and commends the Administering Authority for the continuing rapid expansion of the system of local government councils, and for calling an inter-district meeting of representatives from all local councils in the Territory. It believes this will lead to increased cohesion between the various groups of the population and assist in the development of a territorial consciousness among them. It hopes that the Administering Authority will continue its efforts to encourage the formation of area and regional councils.

The Council, noting the complaint received by the Mission concerning interference with the work of councils, and the assurance of the Administering Authority that any infraction of the Local Government Council Ordinance is a punishable offence, feels that any activity which appears to disrupt or interfere with the legitimate functions of a local government council should be thoroughly scrutinized by the Administration.

(d) District and municipal government

52. District advisory councils give residents an opportunity to express their views and offer advice to district commissioners on matters directly affecting them within their districts. Each consists of the district commissioner, who is chairman, and a maximum of eight members appointed by the Administrator for two years. Town advisory councils, consisting of representative citizens and officers of the Administration, offer advice on matters concerning towns. The Administering Authority states that, although district and town advisory councils, in particular the latter, deal principally with matters of non-indigenous interest, its policy is to appoint qualified and competent indigenous members to district councils as they become available.

53. At its twenty-second session, the Council noted with satisfaction that twelve indigenous persons had been appointed to district advisory councils. It shared the view of the Administering Authority that, although these councils at present deal predominantly with non-indigenous matters, such appointments provided useful training for indigenous persons, and would facilitate their progress towards wider participation in the political life of the Territory. It hoped, therefore, that the Administering Authority would find it possible to make further appointments to these councils.

54. In its report, the Administering Authority stated that it had continued its policy of fostering participation by the indigenous people in this field as qualified and competent persons became available, and at the end of the year under review fifteen indigenous persons were members of district advisory councils. The Visiting Mission noted that the number of indigenous members had been further increased to twenty, with from two to four in each district council. It commended this progress towards a wider participation by the indigenous people in the political life of the Territory, and in view of the general advancement of the people which was taking place, it was confident that further appointments of indigenous persons would be made in the future.

55. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes the continued efforts of the Administering Authority to foster a wider participation of the indigenous people in the political life of the Territory by further increasing the number of indigenous members in district advisory councils. The Council considers that the grant of suitable representation to indigenous inhabitants on town advisory councils will be a useful step in this direction.

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

56. No specific consultations with the inhabitants concerning measures taken or contemplated towards self-government were reported during 1957-1958.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

57. Two non-official members of the Legislative Council are elected from the Trust Territory by secret ballot and in accordance with the preferential system by electors. All individuals who are not aliens or indigenous persons may qualify as electors if they have resided in the Territory for one year immediately preceding the date of their application for enrolment. All adult indigenous persons living in a local government council area are eligible to vote at the initial elections following the proclamation of a council. Subsequently, all persons who have paid their council tax or have been granted an exemption from the tax are entitled to vote at the election of council members.

PUBLIC SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

58. The public service of the Trust Territory forms a part of the Public Service of Papua and New Guinea, which had a total of 4,250 classified positions at 30 June 1958. At this time, 3,177 positions were filled, consisting of 1,401 in New Guinea, 715 in Papua. 725 at Administration Headquarters in Port Moresby, and 336 were unattached officers, outside the Territory or in the process of being posted. The Administering Authority stated that recruitment of staff proceeded satisfactorily during the year under review and that a total of 636 officers including cadets were recruited for the combined Public Service.

59. Appointment to the first three divisions of the Public Service is open to British subjects or Australian protected persons, including indigenous residents of the Territory. Appointment to the Auxiliary Division is restricted to indigenous persons who are either British subjects or Australian protected persons. An overall establishment of 360 positions has been provided for the Auxiliary Division and, at 30 June 1958, a total of 188 had been occupied. All were formerly employed by the Administration. The Administering Authority intends, however, to introduce in the near future an entrance examination system under which admission to the Auxiliary Division will be on a purely competitive basis, and the recruitment procedures to be followed will be the same as those applying to the rest of the Public Service.

60. New recruits to the first three divisions of the service attend courses at the Australian School of Pacific Administration in Sydney before leaving for the

Territory. This school also provides special study courses for cadet patrol officers, cadet education officers and education officers. Cadet patrol officers, after their initial course at the school, do a correspondence course while in the Territory and when this is successfully completed, return to the school for a comprehensive course of one year's duration. This school also conducts a month-long course for senior officers of the Administration, at which officers from the various departments study a particular aspect of administration. Last year, the course studied local government. Territorial officers have also attended various courses conducted by the Australian Public Service Board. Within its own organization, the Territory provides training facilities. Training is given within departments and by the Public Service Institute, which encourages and assists officers who wish to acquire higher educational qualifications by means of the correspondence courses offered by educational institutions outside the Territory. The Administration has recently introduced a number of scholarships tenable at Australian universities which are designed to give official recognition to those officers who are seeking to improve their qualifications and to provide further incentives in this direction. The Public Service Institute also provides a wide range of courses, including typing and accounts methods, which are conducted in conjunction with each department's programme of in-service training.

61. The Auxiliary Division is considered as essentially a training unit whose primary purpose is to bring indigenous officers to a standard where they will be eligible for entry into higher divisions of the Public Service. In Port Moresby, classes are organized and conducted by the Training Section of the staff of the Public Service Commissioner. In the Territory, district commissioners are responsible for this task.

62. At its twenty-second session, the Council noted with satisfaction the continuing reorganization and general consolidation of the territorial Administration, and welcomed 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. It further noted that as yet there were very few indigenous persons in the other divisions of the Public Service, and hoped that, by the operation of this and other training programmes, it would be possible in the near future to increase their number.

63. In the report under review, the Administering Authority assured the Trusteeship Council that considerable attention was being given to the various training programmes, including that specially designed for officers of the Auxiliary Division and was confident that, as a result of this training, more indigenous persons would, in due course, reach a standard to qualify them for entry to the Auxiliary and other divisions of the Public Service.

64. The Visiting Mission stated that the provision of adequate staff continued to be one of the greatest difficulties facing the Administration. The Mission noted that, owing to the low level of educational attainment in the Territory, at present it would be impossible to secure officers in the necessary numbers and with the required technical and administrative skills from among the local population, and that the Administering Authority must continue to recruit the bulk of its staff from outside New Guinea, principally in Australia. Difficulties had always been experienced in recruiting staff in Australia owing to the competition from private and governmental sources, and to overcome this, a more intensive programme was being conducted, and a system of cadetships had been established. Under this system successful applicants received their technical training at the expense of the Administration and at the same time received a salary.

65. The Mission commended the system of cadetships as a constructive approach to a very difficult problem. Increases in recruitment figures were encouraging, but it believed that there was still room for improvement. In the past year, a significant number of permanent officers had resigned, and it felt that efforts should be intensified to remedy this situation. It was pleased to note the educational opportunities being provided public servants. It believed that these activities would lead to a higher standard of administration, and should be commended.

66. The Mission was informed that the first group of appointees to the Auxiliary Division was posing some difficult training problems. These officers were chosen on the basis of their service and capacities and not by means of an entrance examination, which would be the normal method in the future. The educational qualifications varied considerably from person to person and some of the officers were quite elderly and found difficulty in coping with their studies. Training was, however, continuing and was being conducted by means of class tuition and correspondence. These were described as teething problems; and the Administering Authority was confident that they could be settled satisfactorily. The Mission was told that trainees were entering whole-heartedly into the scheme. It was pleased to note the progress that has been made in forming the Auxiliary Division and in integrating the people of New Guinea into the public service.

67. The Mission found that the Administering Authority was fully aware of the need to increase the service through both local and overseas recruitment, and that measures had been adopted to achieve this end. It was particularly pleased with the scheme for increasing the number and qualifications of New Guineans in the service. The Mission believed, however, that these efforts should be sustained and intensified, as the need for staff would continue and become even greater as the Administration expanded into new areas and the demand for services increased in the older areas.

68. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, noting the shortage of qualified personnel in the Territory, and that the efforts made by the Administering Authority to remedy this through a more intensive and selective programme of recruitment, its cadetship system, and the Auxiliary Division of the Public Service, have not been able to cope with the increasing demand for the expansion of administrative services, recommends that these efforts be intensified, and hopes that this will result in a significant increase in personnel in the near future. It also notes that the wastage rate in the Service, particularly through the resignation of officers, is high, and hopes that the Administering Authority will continue to take adequate measures to remedy this.

It commends the Administering Authority for its training programmes to increase the competence of Public Service officers, particularly to assist indigenous persons to advance to higher positions of responsibility.

JUDICIARY

69. The Supreme Court of the Territory of Papua and New Guinea is the highest judicial tribunal and the only court possessing general jurisdiction over civil and criminal matters. District courts and courts for Native affairs have limited jurisdiction.

70. At its twenty-second session, the Council, recalling its previous recommendations requesting the establishment of indigenous tribunals, noted that the Administering Authority was actively considering methods of ensuring a fuller participation of the indigenous people in the administration of justice within the established judicial system, and that it envisaged as a first step the appointment of indigenous persons as assessors to the courts for Native affairs.

71. The Visiting Mission was informed that a committee, set up to examine the matter, had recently recommended that indigenous assessors be appointed to sit with magistrates, but that the Administration had not had sufficient time to study the committee's recommendations. Due to the requests made to the Mission for the establishment of indigenous courts, it was glad to note that this question was being actively examined. In essence, this appeared to the Mission to be a question of judgements understood and acceptable to the majority of the indigenous people, who wished to see their own form of justice done in place of European legal judgements and procedures, which they did not readily understand.

72. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes that a committee established by the Administration to examine the question of the association of the indigenous inhabitants with the judicial system has recommended that indigenous assessors be appointed to sit with magistrates in the courts for Native affairs. In view of the requests made to the Visiting Mission for the establishment of indigenous courts, the Council expresses the hope that indigenous people, as a first step towards ensuring their fuller participation in the administration of justice, will soon be appointed as assessors as recommended by the committee established by the Administration to examine this question.

ADMINISTRATIVE UNION

73. The arrangement by which the Trust Territory is administered in administrative union with the adjoining Australian Territory of Papua has been explained at length in previous reports of the Trusteeship Council to the General Assembly.

74. At its twenty-fourth session, the Council, after receiving from its Standing Committee on Administrative Unions a report [1] on the Committee's further examination of this arrangement, adopted the following conclusions:

The Council notes the statement made by the representative of the Administering Authority at its twenty-fourth session to the effect that the Administering Authority has no intention whatsoever of compelling the virtually identical peoples of the two Territories to form a single State, but will regard it as equally inconsistent with its basic responsibilities assumed under the United Nations Charter to deny these peoples at some future date the ultimate choice of coming together; that at present these peoples give little or no thought to the final political forms which the two Territories would assume, but their future relations are a matter for them alone to decide.

The Council notes further that no significant changes affecting the legal status of New Guinea have occurred since the adoption of the previous report of the Standing Committee on Administrative Unions [2] in the relations existing (by virtue of the Papua and New Guinea Act 1949-1957) between the Trust Territory and the neighbouring Territory of Papua.

The Council invites the Administering Authority to continue to ensure that these relations do not impair the achievement in future by the Trust Territory of the essential objectives of the International Trusteeship System in accordance with the freely expressed wishes of the people of the Territory.

The Council notes the impression of the 1959 Visiting Mission that the district commissioners in the Trust Territory tended to be subject to too much control by the central Administration from headquarters, (which are located in Port Moresby in the Territory of Papua) or that these commissioners lacked the necessary authority to exercise their own initiative in administering the district entrusted to them.

The Council notes further the statement by the representative of the Administering Authority at the twenty-fourth session of the Council that the present administrative powers of the district commissioners are adequate; that he believes that owing to the present expansion of the work of all departments in all districts it is necessary more frequently to refer to headquarters for decision; that the whole administrative organization is at present under review and if it is considered that the district commissioners should have more power, steps will be taken to give effect to this.

The Council invites the Administering Authority to consider vesting the district commissioners with broader powers, wherever appropriate, so as to bring about a greater decentralization of administration, and thereby to ensure to the Territory greater administrative autonomy.

The Trusteeship Council notes the statement by the representative of the Administering Authority in regard to the holding of some meetings of the Legislative Council in the Trust Territory contained in the previous report of the Standing Committee on Administrativ Unions that the Council might sit anywhere within either of the two Territories, that there were no legal or physical obstacles to such an arrangement and that he would bring the question to the attention of the Administering Authority.

The Trusteeship Council notes further that the Legislative Council held three meetings during the year under review and that all three meetings were held in Port Moresby in the Territory of Papua.

[1] T/L.925/Add.1.

[2] T/L.868.

The Council considers that the holding of some meetings of the Legislative Council in the Trust Territory itself would serve as a means of developing the population's interest in public affairs.

The Council invites the Administering Authority to bring this view to the attention of the Legislative Council.

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

(a) General political structure

75. The representative of Burma noted with great regret that the Administering Authority had not yet drawn up any specific plan to provide the Territory with its own organs of administration. He considered that the lack of co-ordination among the various departments of the Administration and the reliance of the district New Guinean Administration officials on the instructions and orders from Port Moresby, even in trivial matters, were not very heartening.

76. The representative of the Union of Soviet Socialist Republics stated that the Administering Authority was carrying out the same policy in both Papua and New Guinea, and that the existence of the so-called administrative union of the two territories considerably harmed the development of the Trust Territory, since the purposes and the problems of the International Trusteeship System were not reflected practically in the policies and the activities of the colonial administration. He also stated that the union of the Territory and Papua into one monolithic whole was a clear violation of the Charter and the Trusteeship Agreement. He considered that the Council should recommend to the Administering Authority the creation in the Trust Territory of a separate set of legislative, executive and judicial organs.

77. Referring to certain plans of the Government of Australia and the Netherlands in carrying out a joint policy in relation to New Guinea, the representative of the USSR stated that such plans, apart from any other serious consequences, constituted a considerable hazard for the future development of the Trust Territory of New Guinea.

78. Since the plans presupposed the participation of the Trust Territory in combinations which were designed to maintain Dutch supremacy over the western part of the island, which was an integral part of Indonesia, the Soviet delegation was against such transactions and arrangements and considered them to be unlawful.

79. The representative of Haiti said that if the Territory was to develop a political and administrative identity of its own, it was essential that the central services should be located within the Territory itself.

80. The representative of France considered, regarding policy or politics, that the institution of representative, executive and legislative bodies, as well as the extension of their terms of reference, had been carried out relentlessly.

81. The special representative of the Administering Authority stated that the General Assembly had approved of the provision in the Trusteeship Agreement allowing the establishment of an administrative union, and that, therefore, there could be no suggestion that the union was inconsistent with the provisions of the Agreement. He also stated that policies and administrative practices in New Guinea and in Papua were identical in that they were the policies and practices best capable of ensuring the progressive development of the peoples of the two territories in all fields.

(b) Legislative Council

82. The representative of India considered that indigenous members of the Legislative Council should be elected and should have the full backing and support of the indigenous inhabitants. He felt that the continuation of the separate representation granted to non-indigenous missionary organizations gave undue weight to a small alien group and the Administering Authority should take immediate steps to rectify the position.

83. The representative of the USSR noted that, in spite of the fact that at the twenty-second session the Trusteeship Council expressed regret, the Administering Authority had not increased the number of members of the Legislative Council selected from the indigenous population. The presence of three indigenous observers in the Legislative Council, he noted, had a purely symbolic character.

84. The representative of Paraguay welcomed the Administering Authority's policy of admitting indigenous inhabitants as observers in the Legislative Council.

85. The representative of China said that in order to capture the enthusiasm and goodwill of people, the increase of indigenous membership in the Legislative Council, with men trusted by the people, would be highly desirable.

(c) Native Local Government Councils

86. The representative of the United States of America encouraged the Administering Authority to press on with the task of establishing Native local government councils and not to be unduly concerned that some opposition did exist.

87. The representative of China said that, in the last several years, the progress towards a wider participation by the people in the political life of the Territory had been reflected in the rapid growth of local government councils. He was of the view that the time might have come for the creation of area councils to give the people increasing control over matters of local concern to them.

88. The representative of India hoped that the Administering Authority would take steps to remove some of the complaints placed by councils before the Visiting Mission, in particular those arising from non-indigenous opposition to the functioning of the councils, and that it would view with sympathy the requests of the people for more Councils.

(d) District and municipal government

89. The representative of the United Kingdom of Great Britain and Northern Ireland stated that the appointment of indigenes to district advisory councils, some as members and some as observers, was also valuable and important.

90. The representative of Belgium noted with satisfaction the growing participation of the indigenous inhabitants in district advisory councils, a very fortunate measure which he felt would promote the political training of the indigenous people.

91. The representative of Burma hoped that it would also take steps to associate outstanding indigenous individuals with the work of the town advisory councils, and that more indigenous inhabitants of proved ability and integrity would take an effective part in town advisory councils.

92. The representative of France noted with satisfaction that the Administering Authority remained faithful to its policy of encouraging the participation of the population in district advisory councils.

Public Service: training and appointment of indigenous persons for positions of responsibility in the Administration

93. The representative of Burma considered that the continued administrative union of the Trust Territory of New Guinea and the Non-Self-Governing Territory of Papua hampered the development of a New Guinea Public Service, and that the Council could not effectively discuss the subject because of the lack of information on the existing strength of the civil personnel.

94. The representative of New Zealand considered that the efforts being made to increase the number of indigenous officers of the Auxiliary Division and to train them for admission to the top three divisions were of particular importance. He noted that to maintain the Public Service at full strength in a country such as New Guinea was essential as well as most difficult, and the Administering Authority appeared to be tackling this task with considerable energy and foresight, as was indicated by its new system of paid cadetships.

95. The representative of China considered that the bringing of more and more indigenous people to full participation in public administration was a matter which required continuous and energetic efforts on the part of the Administration.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

96. 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.

97. The value of imports and exports for the year ending 30 June 1958 was £11,452,012 and £9,628,048, respectively. The figure for exports indicates a decrease of £684,444, as compared with the figures for the preceding year. The Administering Authority states that this has been brought about by a fall in the price of copra and by a decline in gold production.

98. The Administering Authority has stated that its economic policy is directed to developing the resources of the Territory in order to sustain 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.

99. At its twenty-second session, the Council expressed the hope that good progress would be made with the resources surveys which were being conducted, so as to enable the Administering Authority to prepare long-term economic plans for the Territory. It also expressed the hope that the Administering Authority would to everything possible to encourage more active participation by the indigenous people in commercial life and considered that training programmes of the kind given at the Co-operative Education Centre might be developed in other fields, and that people should be encouraged to make more extensive use of the existing credit facilities.

100. In the report under review, the Administering Authority stated that research work was being carried out by the Commonwealth Scientific and Industrial Research Organization (CSIRO), and by the territorial departments to determine the extent of resources and appropriate patterns of development and that, on the basis of this research and experimental work, economic plans of various kinds had been drawn up and were being implemented. In particular, there were programmes for the development of indigenous agriculture in the various administrative districts. The Administering Authority also stated that, apart from the training in commerce provided through co-operative activities, training of this kind was being provided in secondary schools, and at the Vunadidir Local Government Training Centre.

101. The Visiting Mission was informed that great emphasis was being given to the development of indigenous agriculture as this would have to provide the means of sustaining the increasing number of people with higher standards of living and form the basis of an economy which would be capable of supporting all the social services the Territory would need.

102. The Mission, while commending the Administering Authority for what it had done to improve the basic economic framework of the Territory, was of the opinion that the rate of progress seemed to be somewhat slower than was desirable. It considered that the first need was for more capital and it felt that assistance might well be sought from such institutions as the International Bank for Reconstruction and Development. It suggested that funds for development might be made available over a period of years, instead of annually as at present. It was informed of the progress that was being made in surveying the resources of the Territory but felt that the work would have to be stepped up considerably if this information was to be available as quickly as it was needed. It suggested that some of the specialized agencies of the international community might well be of some assistance. The Mission was struck by the absence of a development plan and believed that the promotion of rapid economic development in the Territory required comprehensive and integrated development planning.

103. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for its efforts to improve the basic economic framework of the Territory and notes with satisfaction the change of emphasis in general policy which is now to be directed to the quickening of the economic advancement of the indigenous people. It hopes that this change of emphasis will make possible an acceleration of the rate of progress, and in this connexion, recalling its previous recommendations concerning long-term economic planning and noting the views of the Visiting Mission concerning the absence of comprehensive and integrated development planning necessary for the promotion of rapid economic development, it urges that the Administering Authority prepare such plans as soon as possible and that it secure the additional funds necessary for their implementation.

In this connexion, the Council endorses the views of the Mission that, in order to accelerate the rate of progress, the Administering Authority might also seek financial and expert assistance from the specialized agencies of the United Nations and other international bodies.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

104. The Territory continues to rely heavily on a grant from the Administering Authority to enable services to be maintained at a desirable level. In the year ending 30 June 1958 this grant amounted to £6,188,821, an increase of some £700,000 over the grant for the previous year. In addition, the Administering Authority spent £800,000 on essential services for which the local administration is not directly responsible. Internal revenue amounted to £2,926,026, an increase of about £300,000. It is derived principally from import and export duties, but in January 1958 a new personal tax of £2 on adult males was introduced. In the year ending 30 June 1958, £1,349,595 was derived from import duties, £464,816 from export duties and £69,304 from the new personal tax. A direct capitation tax is imposed by local government councils but this is expended by the councils and is not available to the central administration.

105. At earlier sessions, the Council has recommended a more extensive system of direct taxation as a means of increasing local revenues and, at its twenty-second session, it was informed that a review of the Territory's revenues was being carried out and that this might result in the extension of direct taxation. The Council noted the substantial assistance that the Administering Authority was continuing to give to the Territory and expressed its satisfaction at the introduction of the personal tax. It also hoped that the review of revenues would lead to a more extensive system of direct taxation.

106. The report of the investigation into revenues was made available to the Visiting Mission. In it the existing sources of revenue are reviewed and examined in relation to the economic needs of the Territory and in terms of the equitableness of their incidence on the various sections of the population. The report suggests certain modifications in most of the revenue-producing fields including the abolition of export duties and certain adjustments in import duties. Direct taxation of incomes is suggested as more equitable and as providing a sounder and more flexible basis for budgetary purposes. The Mission learned that a bill to impose income taxes had been introduced into the Legislative Council. It was informed that export taxes would be abolished and that certain modifications would be made to import duties. The new income tax was expected to yield £1,250,000, while the abolition of export duties and the modification of import duties would cost £1,050,000, leaving a net gain to revenue of approximately £200,000.

107. The Mission was not able to study the proposals in any detail but was in agreement with the general principles upon which they were based and believed that their adoption would place the Territory's finances on a sounder basis.

108. At its twenty-fourth session, the Council was informed that the income tax legislation had been passed by the Legislative Council on 14 July 1959.

109. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with satisfaction the continuing increase in the amount of the grant made by the Administering Authority to the Territory. It notes that two bills have been passed for the taxation of the income of both individuals and companies, and awaits with interest further information concerning the reorganization of the system of taxation, which it hopes will place finances on a sounder basis both in relation to the needs of the Territory and in terms of the equitable incidence of taxation of the different sections of the population.

Agriculture

110. The Administering Authority looks to the improvement of agriculture as the principal means of strengthening the economy. In seeking to do this, it has aimed at introducing new cash crops, improving yields of existing crops, stimulating the production of food crops to end New Guinea's dependence on external supplies and improving indigenous production for both subsistence and commercial purposes. These broad policies are put into practice by the Department of Agriculture, Stock and Fisheries, and there is a special section, the Extension Division, which directs its attention to indigenous producers.

111. In the year under review, cocoa and coffee production increased and copra production declined although there was an increase in the quantity of coconut oil processed. The decline in copra production is attributed to a fall in price during the year.

112. The estimated production of cash crops by indigenous growers over the last two years is indicated below:

	1957 (tons)	1958 (tons)
Copra	16,500	16,000
Cocoa	630	700
Coffee	63	100
Peanuts	260	500
Paddy rice	1,020	750
Passion fruit	290	535
Truck crops	-	12,000

113. At its twenty-second session, the Council noted the expansion of cocoa and coffee, commended the Administering Authority for the rapid expansion of agricultural extension work and expressed the hope that

adequate provision would be made for the training of assistant agricultural officers in the numbers necessary to meet the expanding needs. The Administering Authority in the report under review stated that it had continued to increase agricultural training and that an agricultural college would be established at Keravat in 1960, where full diploma level courses in tropical agriculture would be provided. The first group would be thirty, increasing to an establishment of ninety students in 1962. It also stated that lower-level training was at present being given at Mageri in Papua, where nine students from the Territory were in attendance. Further lower-level training was being conducted at district agricultural stations and it was planned to increase the number of New Guinea trainees to 670.

114. The Visiting Mission was informed that progress had been made in training indigenous people for positions in the Department of Agriculture. There were seventy trained or partially trained field workers and it was planned to provide one trained field worker for every thousand families. In addition there were three New Guinean members of the Auxiliary Division in the Department of Agriculture and eight more would be appointed at the end of the year.

115. The Mission was informed that the present policy for the expansion of commercial production favoured the laying down of over-all lines of development in terms of those crops which are most suited, on the results of investigations of environmental conditions, to the improvement of food production and the expansion of money incomes in particular localities, and the achievement of the maximum possible progress along these lines consistent with voluntary indigenous participation in the various industries.

116. The Mission was informed that the work of the Extension Division had recently been reorganized. The broad aims of agricultural policy are to be achieved by close co-operation with other departments and by means of extension work programmes in each district which are to be continually reviewed and adjusted to changing circumstances. Detailed instructions, including suggested methods of work have been issued to all officers. In addition to providing training and assistance in production and marketing, special attention is to be directed towards understanding the motives and interests of indigenous producers in order to facilitate the voluntary acceptance of improvements in agriculture.

117. The Mission commended the Administering Authority for what it had done towards the improvement of indigenous agriculture. It noted that new subsistence crops had been introduced, that cash cropping was expanding, that increasing numbers of people were being brought into contact with extension services, and that marketing problems were being tackled through co-operative-type organizations. It pointed out, however, that there was still a vast amount of work to be done. It hoped that the Administering Authority would intensify its efforts in this field and that the renewed efforts of the Extension Division, together with an early solution of land tenure problems and the completion of basic land use surveys, would result in substantial progress over the next few years.

118. At its twenty-fourth session, the Council was informed that there were now forty officers in the Extension Division. In addition, there were fifty-nine trained indigenous assistants. He informed the Council that on 31 March 1958 there were 102 primary co-operative societies and five associations with a capital of £339,419, a membership of 39,599 and a turnover of £520,478. He also stated that the Tolai Cocoa Project was continuing to develop along sound lines. An additional loan of £42,670 had been guaranteed by the Administration. The position on 31 March 1959 was that, of a total of £122,671 guaranteed, £75,660 had been borrowed, £31,535 had been repaid and £44,125 was owing.

119. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council commends the Administering Authority for its improvement of indigenous agriculture by the introduction of new subsistence crops, the expansion of cash cropping and the farmer training schemes. It believes, however, that much still remains to be done and urges the Administering Authority to intensify its efforts in this field, particularly in the extension work of the Department of Agriculture.

The Council notes with satisfaction the training programmes which have been established to assist the indigenous people to obtain positions of responsibility in the Department of Agriculture and welcomes the decision to establish an agricultural college in the Territory.

The Council, noting the comparative absence of industry or of plans for industrial development, urges that the Administering Authority give active consideration to the establishment of small-scale, cottage and secondary industries based on the Territory's produce, as a measure towards the diversification of the Territory's economy. In view of the fact that tropical climate and soil conditions prevailing in tropical countries lend themselves to the cultivation of sugar-cane, the Council considers that special attention needs to be given to sugar-cane production and to the establishment of sugar industry in the Territory.

LAND

120. There are 58,122,823 acres of indigenously-owned land, and 1,397,177 acres of alienated land in the Territory. Alienated land includes 518,485 acres of freehold. The remainder is classed as Administration land, which comprises 311,247 acres held under lease, 26,936 acres of Native reserves, and 540,509 acres which include public reserves and land available for leasing. Of the land under lease, 2,072 acres are held by indigenous persons or organizations. Unalienated land is regarded as indigenously-owned and may not be alienated except to the Administration, which may buy land after establishing that the owners are willing to sell and after being assured that the land will not be needed by the indigenous people in the foreseeable future. It may also acquire land by proclamation after establishing that it is ownerless. The existing freehold titles were created before the First World War, but since then it has been the policy of the Administering Authority to grant only leasehold tenure.

121. The Visiting Mission was informed that there was no general land shortage in the Territory but that there were a few particular areas where the increase in population and the development of commercial cropping was creating a shortage. It noted that considerable uneasiness existed about land in the Gazelle Peninsula, and that, in view of the alienation which had occurred in earlier times in this area, shortages would soon appear if they did not already exist. It was in-

formed of the two resettlement schemes that were being implemented to meet this problem, but it felt that these schemes, while contributing valuable knowledge and experience, would not contribute very greatly towards relieving population pressure since they would involve only a few hundred settlers. It considered that there should be a number of such schemes in progress simultaneously throughout the Territory, and that the whole problem demanded greater urgency as it could become serious in the immediate future.

122. The Mission was also informed of difficulties which were arising with the indigenous system of land tenure in the course of the development of cash cropping. The Administering Authority stated that it was aware that a successful cash economy with permanent tree crops was impossible under the indigenous system and that the time had come for the introduction of some major reforms in land tenure in order to ensure that individuals able and willing to develop it had access to land. It was planning action in two ways: by obtaining possession of land which was unused and sparsely occupied and allotting it in holdings to land seekers from over-populated areas or areas of poorly productive land; and by devising a scheme for conversion of land rights from customary tenure to individual holdings. However, since all unalienated land was regarded as indigenously-owned, the Administration had little land to allot under a new form of tenure to potential cash croppers.

123. The Mission agreed that the indigenous people alone could not cope with the problem of changing their system of land tenure and land use and that they would need assistance. It was glad to note that the Administering Authority was aware of the situation and of the danger that existed in failing to deal judiciously with it. The Mission believed that the Administering Authority would be well advised to profit from the experience and assistance of those who had already dealt with this difficult problem in other parts of the world.

124. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes that a shortage of land, due to the expanding needs of indigenous agriculture, is developing in some of the more heavily populated areas. It notes the declaration made by the Administering Authority that steps are being taken in the form of resettlement projects to alleviate this situation, and that it would take whatever steps were necessary to protect the indigenous peoples' interests and ensure suitable conditions for their future economic development. The Council, while welcoming this assurance, draws the attention of the Administering Authority to the view of the Visiting Mission that the present scope of resettlement projects in the Warangoi Valley and at Vudal is not going to make an important contribution towards relieving population pressure or land shortages, and recommends that the Administering Authority give greater urgency to the problem and attack it more vigorously. In the acquisition of land, and in the leasing thereof to non-indigenous farmers, special care, in the Council's view, needs to be taken as a general rule to ensure that present and future needs and interests of the indigenous people are not in any way jeopardized.

The Council also notes that the Administering Authority considers that the successful introduction of a cash crop economy among the indigenous people requires a change from customary tenure to individual holdings, and that the indigenous people alone cannot cope with this problem and will require assistance. The Council commends the view of the Visiting Mission that although this problem may be new in the Territory it is not new in many parts of the world, and that the Administering Authority would be well advised to profit from the experience and assistance of those who have already dealt with this difficult problem.

ROADS

125. The terrain and climate of the Territory have made the construction and maintenance of roads extremely difficult. The Administering Authority has, however, recognized the importance of roads for developmental purposes and, with the voluntary assistance of the indigenous population, has built up a road system which totals about 4,400 miles, 1,400 miles of which is suitable for medium and heavy traffic. It stated in its report for the year ending 30 June 1958 that £564,152 had been expended on roads and bridges. The principal work undertaken was the linking of the road system of the highlands with the coast at Lae. One section of this work had been completed and construction on the other was being continued. It was also stated that the Administering Authority was continuing to receive the co-operation and support of the people, who, appreciating the benefits resulting to them, provided much of the labour and materials required for road works.

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

GENERAL

126. The representative of Burma attached great importance to the collection of basic data about the resources of the Territory, and endorsed the recommendation of the Visiting Mission, in paragraph 107 of its report, that the Administration should step up the survey programme of the Commonwealth Scientific and Industrial Research Organization (CSIRO). He also commended to the Administration the suggestion that more enthusiastic and intelligent New Guineans should be associated with the work of the survey teams.

127. The representative of the United States of America welcomed the awareness of the Administration concerning the importance of hastening the economic advancement of the people by developing increased production, introducing new crops and improving the marketing of produce.

128. The representative of China shared the view of the Visiting Mission that rapid economic development required comprehensive and integrated development planning. He doubted that the existing administrative machinery could be considered adequate to handle the task of development in all its aspects. He thought it advisable for the Administering Authority also to seek financial assistance from international organizations.

129. The representative of India considered that the shift of emphasis to a quickening of economic advancement was timely and welcome and expressed appreciation of the establishment of new co-operative

societies and of the increased indigenous activity in agriculture and industry. He felt that the highest priority should, therefore, be given to the preparation of a five or ten-year plan of integrated economic development of the Territory as a whole.

130. The representative of the Union of Soviet Socialist Republics stated that the true economic development of the Territory was not being carried out. Its whole economy was such as to ensure for the Administering Authority a source of principal raw materials as well as a market for some of its own products. He noted the expenditure of approximately £3 million for imported foodstuffs, and stated that apparently the Administering Authority was not interested in broadening the production of some agricultural products within the Trust Territory because this would substantially decrease the market for Australian products.

131. The representative of Haiti considered that an over-all programme of economic development should include measures to promote maritime fishing. He noted that studies relating to the development of fisheries were being undertaken and he awaited their results with confidence.

132. The special representative of the Administering Authority stated, regarding the suggestion concerning the need for a general comprehensive economic survey of the whole of the Territory, that the Administration had in fact already embarked upon such a survey. An aerial survey had been initiated long ago, and ground teams of the Commonwealth Scientific and Industrial Research Organization had been operating for many years in the Territory.

PUBLIC FINANCE

133. The representative of the United Arab Republic noted with satisfaction the continued increase of the annual grant which the Administering Authority made to the Territory, and hoped that the Administering Authority would continue in this generous spirit and make further increases in the grant.

134. The representative of the USSR in referring to the tax policy conducted by the Administering Authority within the Trust Territory, noted that the indigenous population was obliged to bear a heavy burden of taxation in the form of a new income tax amounting to £2 from every adult, which was an unfair measure and therefore had given rise to broad dissatisfaction among the population.

135. The representative of Haiti stated that efforts should be made to increase the revenue of the Territory. The Administering Authority could replace the existing head tax by a direct income tax, but it was necessary to proceed with caution bearing in mind the difficulty of tax collection among a population possessing only rudimentary education and the absence of data on per capita income. He believed that industries which were well established in the Territory should be able to contribute more substantially to the revenues of the Territory and he was confident that the Administering Authority would give serious consideration to means of achieving this.

AGRICULTURE

136. The representative of Burma commended the Administering Authority for its efforts in developing indigenous agriculture, particularly in the expansion of cacao planting. With regard to rice, he felt very strongly that the Administration should seek to check the trend towards abandoning rice-growing altogether in favour of more profitable crops, because rice consumption was rapidly rising and might exceed total production. The Administering Authority should not give the impression that the growing of rice was not encouraged because the increased production of rice in the Territory would come into conflict with the interests of the Australian rice-growers who wished to export rice to New Guinea. He welcomed the increase in the production of copra by indigenous growers, and would like to see steps taken to associate the indigenous inhabitants with the work of the Copra Marketing Board.

137. The representative of the United States urged that agricultural experiments in the different districts should continue, that those that failed be discarded, and that those which succeeded be incorporated in the over-all plan for a rapid increase in the economic development of the country as a whole.

138. The representative of India considered that striking advances had been achieved in the diversification of the Territory's agriculture. While agreeing that the emphasis on cash crop production was appropriate, he hoped that cash cropping would not be allowed to prejudice the production of food crops, since imports of foodstuffs amounted to some £2 million annually. He hoped that an experimental plantation would be established by the Administration in the Trust Territory and suggested that there might be a real potential for the development of a sugar industry in the Territory.

139. The representative of Haiti noted that the volume of production of coffee, peanuts and passion fruit had increased, but he did not think that the increase was sufficient. He was glad to note the existence of a copra stabilization fund of more than £3 million. He expressed satisfaction with the Administering Authority's agricultural training programme and he suggested that it should be extended to include intensive training in the rearing of goats.

INDUSTRY

140. The representative of India emphasized the need for making considerable efforts in the near future for the establishment of both primary and secondary industries. He added in this connexion that there might be a real potential for the development of a sugar industry in the Territory.

LAND

141. The representative of Burma stated that he appreciated the motive behind the holding of land in trust, but felt that the Administration should not alienate land on a ninety-year lease.

142. The representative of China considered that in the resettlement of indigenous persons the Administration must not move too cautiously. The problem must be dealt with resolutely. The experience and knowledge gained in the execution of one project would be most invaluable for the planning and execution of future similar projects.

143. The representative of India, while noting that the Administration was conscious of the problems relating

to the reform of land tenure, was not convinced that there was no shortage of land in the Territory. He advocated special caution on the part of the Administering Authority in acquiring land and in leasing it to European settlers.

144. The representative of the USSR stated that within the Trust Territory there was still alienation of land from the indigenous population under one guise or another, and this was done in spite of the fact that in many areas there was a definite lack of land.

145. The special representative of the Administering Authority noted that the Administration was meeting the present needs and was determined to meet the future needs of the people for land for both subsistence agriculture and for cash cropping. To this end, it was carrying out surveys of lands adjacent to the few heavily populated areas with a view to making provision for the future needs or the people. He further stated that, although the surveys were not yet completed, there was no doubt that a land shortage was developing in one or two areas where preliminary investigations had been completed, but the Administering Authority would take whatever steps were necessary to protect the indigenous peoples' interests and to ensure suitable conditions for their future economic development.

COMMUNICATIONS

146. The representative of the United States, while noting that air transport services had increased during the year under review, expressed the hope that a special effort to increase such services still further would be made, and that subsidies formerly paid by the Administering Authority for air transport to remote localities would be resumed.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

DISCRIMINATORY LEGISLATION

147. At its twenty-second session, the Council, recalling its recommendation that the Administering Authority should 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, expressed the hope that the Administering Authority would take measures to remove these restrictions as soon as this became practicable. The Council also reiterated its previous recommendations for the complete abolition of corporal punishment.

148. In the report under review, the Administering Authority stated that it was giving further consideration to the abolition of these restrictions, and the Visiting Mission was happy to learn that the Administering Authority had decided to abolish the restrictions on the movements of indigenous people in certain towns and that this would be effective on 20 April throughout the Territory. It also learned that the revocation of the curfew was actually only one feature of a series of legislative changes under way at present, which had begun with the establishment of a committee in 1958 to review discriminatory legislation. As a result of its work, the Native Administration Ordinance and Native Regulations were amended, to a large extent removing the curfew and associated restrictions. Criminal legislation relating to sexual offences was also completely amended in order to eliminate any existing discriminatory provisions. The committee had produced a list of ordinances in which there were discriminatory clauses and referred them to various departmental heads, and information regarding these was now being furnished to it. The test being applied for the retention of a discriminatory feature was that it must be in the interest of indigenous persons.

149. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with satisfaction that restrictions on the movement of indigenous persons in certain towns have been abolished and that all legislation in the Territory is being examined with the aim of eliminating any provisions which are not in the interests of the indigenous people, and invites the Administering Authority to forward the results of this examination to it as they are received.

LABOUR

150. In March 1958, there were 43,359 indigenous people in paid employment, as compared with 47,178 in March 1957. Private industry and the Administration employed 32,728 and 10,631, respectively. Of the total employed, approximately 11,100 were engaged in skilled and semi-skilled occupations. Although there had been a decline in the number of indigenous people in paid employment during the year, the Administering Authority stated that there was no problem of unemployment. In addition to a minimum cash wage of 300 shillings per annum, employers provided 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. 1 a month.

151. At its twenty-second session, the Council noted with satisfaction that new comprehensive labour legislation would shortly come before the Legislative Council of the Territory. Recalling its recommendation of the eighteenth session, the Council further noted that the proposed Native Employment Board would, as a matter of urgency, examine the question of a wage scale, and it hoped that this would result in an increase of the minimum cash wage. It also expressed the hope that wage scales would be periodically reviewed. In the report under review, the Administering Authority stated that several ordinances which comprised the comprehensive labour legislation referred to had been passed by the Legislative Council, and the drafting of regulations prescribing all matters necessary for carrying out these ordinances was well under way. An officer of wide experience in Australia in industrial practice and legislation was appointed as Chairman of the Native Employment Board and was expected to take up his appointment in March 1959. As soon as the Board was fully constituted it would then proceed immediately to an examination of wage scales and would carry out further review from time to time as the need arose.

152. The Visiting Mission heard various complaints concerning labour. Higher wages were requested by workers, and in one district a surplus of labourers

existed. If this continued, it was felt, serious difficulties would arise and the unemployment problem would have to be attacked by stimulating an increasing production of cash crops. The Mission also learned that the new Native Employment Ordinance had been passed, and that under it minimum wages were increased to 325 shillings per annum for ordinary labour, and the rate for heavy labour was increased to 455 shillings. Provision was made for contract workers to be returned home after one or two contracts, but married workers might stay for more than the two-year contract period. Highly skilled workers, able to look after themselves, would not be subject to the more restrictive sections of the new Ordinance. The Administering Authority informed the Mission that generally there was a broadening of the provisions under which labour might be employed but there were special provisions, described as stringent conditions, concerning the employment of women. In order to cope with the problem of labour desertions, provision was made to pay workers in their home districts after they had completed the period of their agreement.

153. The Mission also learned that a separate ordinance had been passed constituting the Employment Advisory Board to advise the Administrator on matters pertaining to the employment of indigenous persons. The permanent chairman had been appointed and was expected to arrive in the Territory in April 1959, at which time the Board would be set up and become a permanent part of the Administration.

154. At its twenty-fourth session, the Council adopted the following conclusions:

The Council, considering that minimum wages in the Trust Territory appear to be still too low, notes the establishment of the Native Employment Board and the assurances of the Administering Authority that this Board will examine and keep under review wage scales and conditions of employment for indigenous employees.

PUBLIC HEALTH

155. Medical institutions maintained by the Administering Authority include seventy-five hospitals, 878 aid posts or medical centres, and 237 welfare clinics; sixty-two Administration hospitals are available to indigenous people, ten to Europeans and three to Asians. In addition, fifty-three hospitals and 238 medical centres are maintained by missions. During the year under review, five new Administration hospitals were completed, and one was under construction. Furthermore, construction of two new tuberculosis hospitals was undertaken by missions with an Administration subsidy. In 1958, expenditure on health services amounted to £1,225,651, as compared with £1,551,683 in 1957. In each case, the amount spent on works and services of a capital nature and on the improvement and maintenance of hospital buildings and equipment is not included. In 1958 this totalled £594,493. Official medical personnel included 294 Europeans, an increase of nine over the previous year, and 2,617 non-Europeans, a decrease of 898. In addition, 465 persons were employed as non-official medical personnel.

156. At its twenty-second session, the Council, noting the observations of the World Health Organization, expressed the hope that the Administering Authority would continue to pay special attention to training programmes for indigenous personnel. In the report under review, the Administering Authority stated that great emphasis was placed on the medical training of indigenous people, which is carried out under the direction and control of a special division of the Department of Public Health. At the close of the year under review, 799 persons were undergoing training in many different categories which varied from medical orderly to assistant medical practitioner.

157. The Visiting Mission, while expressing its satisfaction concerning the hospital construction which had taken place, felt that two of the main problems which confronted the Administration in the field of public health appeared to be the provision of adequate facilities and the training of indigenous medical personnel. It found some hospitals in poor condition and hoped that their dilapidated buildings and inadequate facilities would be replaced by establishments worthy of the devoted services performed by their staffs. It felt that the Administering Authority should be highly commended for the excellent new hospital near Rabaul, which it hoped would be the prototype of the other base hospitals which are to be built.

158. The Mission was informed that the situation with regard to the non-indigenous medical staff had improved since the 1956 Mission visited the Territory. The system of cadetships for medical officers and medical assistants for training in Australia was functioning satisfactorily, and scholarships for pre-school training were also being granted annually to European and Asian applicants. It noted, however, regarding the training of indigenous medical personnel, that in the Territory there were only two assistant medical practitioners and one health inspector's assistant, who were graduates of the Central Medical School at Suva, Fiji. At 30 June 1958, eleven New Guinean students were in training at the school, one in his preliminary year, six training to become assistant medical practitioners, one an assistant dental practitioner, one a laboratory assistant and two nurses. Training at the base hospitals in the Territory is given to nurses, Aid Post orderlies, hospital assistants, infant welfare assistants and laboratory assistants.

159. Although the Mission recognized that the problem of training indigenous medical personnel was closely linked with the level of education reached in the Territory, it felt that the figures noted above spoke for themselves. It hoped that, with the advancement of general education, progress would be reflected in the training of indigenous personnel in all branches of public health work. It felt that the proposed medical school to be established at Port Moresby for indigenous students would give added impetus to increasing the role of the indigenous medical practitioner.

160. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the continuing progress of the Administering Authority's hospital construction programme, and hopes that by increased efforts in this direction it will soon be possible to replace inadequate installations. Noting that it has not been possible in spite of the efforts of the Administering Authority to provide staff in sufficient numbers to correspond to the increase in hospital facilities, the Council recommends to the Administering Authority to

continue its efforts in recruiting more medical personnel from overseas, in offering medical cadetships, and in organizing a medical training programme for indigenous persons. It welcomes, in this connexion, the establishment of a medical college for assistant medical practitioners and a central nurses training school.

The Council notes the successful mass yaws campaign conducted by the Administering Authority.

The Council, noting that there is no legal or administrative barrier to the free choice of hospital facilities by all elements of the population, considers that it would be desirable to refrain from using a racial classification for hospitals which is no longer applicable in the Territory.

The Council takes note of the observations of the World Health Organization [3] *and commends them to the attention of the Administering Authority.*

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

DISCRIMINATORY LEGISLATION

161. The representative of Burma stated that, although the Administration had decided to abolish the curfew, the movement of indigenous inhabitants continued to be rather restricted. He hoped that the Administration would be able to announce next year that the sale of alcoholic liquor to the indigenous people had been authorized, so that the next Visiting Mission would not have to listen patiently to complaints on this score.

162. The representative of India was pleased to note the long awaited abolition of the curfew. He was confident that more liberal measures of that kind would follow in quick succession. The Administering Authority would do well to anticipate demands by the people of New Guinea for equality of treatment and of rights with Europeans and others residing in the Territory.

LABOUR

163. The representative of the United Kingdom of Great Britain and Northern Ireland considered that the new wage-scale for the grades of employees known as Administration servants was a commendable step forward.

164. The representative of New Zealand noted that the Trust Territory was gradually acquiring a comprehensive range of labour legislation which was a credit to the Administering Authority. He considered the new plan to train New Guineans as masters and engineers for coastal vessels an important development in trade and technical training and worthy of commendation.

165. The representative of the Union of Soviet Socialist Republics stated that the indigenous people were highly dissatisfied with the very low wage rates and the very difficult labour conditions in the Territory. He also stated that the Administering Authority was still conducting a policy of racial discrimination regarding the payment for work, that indigenous inhabitants did not receive equal pay with the non-indigenous people. He considered labour and labour legislation one of the most important social questions in the Territory, but noted that until recent times there had not been a single piece of labour legislation, and that this had led to great exploitation as well as abuses on the part of the employers.

166. The special representative of the Administering Authority stated that, in addition to the cash wages of from 325 to 455 shillings per annum paid to labourers, they also receive food, clothing and other free issues which had a monetary value of over £5 per month. He noted that there was, and had been since 1922, a single labour code and labour regulations, and that the information on labour in the annual report showed that the Administration provided all possible safeguards for the protection and well-being of workers and refuted allegations of exploitation and abuses on the part of employers.

PUBLIC HEALTH

167. The representative of Belgium stated that progress in the field of public health was remarkable. A few obsolete hospitals remained but there was a systematic and methodical effort to increase and improve health services from which the population benefited, and the Visiting Mission had had an opportunity to recognize that effort. He paid a warm tribute to the Christian missions, noting that their hospitals and schools were often among the best in the Territory. He had no doubt that they played an important part in the progress to date. This was constantly to be noted, and the excellent report of WHO had stressed their activities in this field.

168. The representative of Burma hoped that the Administration would secure an increasing number of New Guineans for admission to two new training centres for indigenous persons in Papua. He hoped in the next few years that the posts now held by the European medical officers would be gradually taken over by qualified New Guinean medical officers. At the present moment, all that the Trust Territory could boast about in the medical field was the appointment of only two assistant medical practitoners and one health inspector's assistant.

169. The representative of New Zealand noted that the Administering Authority had made splendid efforts in the field of public health, especially in its malaria and tuberculosis campaigns, in constructing hospitals, in training indigenous auxiliary medical and health personnel and in attempting to recruit fully qualified staff. He felt that the valuable work done by the various missions in the provision of medical care was also commendable.

170. The representative of China considered that the replacement of hospitals in very poor condition appeared to be urgent. He hoped that the medical college for assistant medical practitioners and the nurses training school at Port Moresby would accelerate the training of medical and health personnel.

171. The representative of India suggested that the Administering Authority should ensure that a greater number of institutions of medical training and research should in future be located in the Trust Territory itself. While commending the Administration's programme for the construction of hospitals, he stated that the provision of separate facilities for

[3] T/1472.

Europeans and New Guineans was not only unnecessarily expensive, but was also likely to arouse suspicions of discrimination in the minds of the New Guineans. He trusted, therefore, that that policy would be reviewed shortly.

172. The representative of the USSR drew attention to the unsatisfactory situation regarding health. He stated that there was a great shortage of hospitals and medical staff. So far, not a single doctor had been trained among the New Guineans and there were only two medical assistants and one assistant to an inspector from among them. He also stated that many existing hospitals were badly in need of repair and overhaul.

173. The representative of Paraguay commended the Administering Authority concerning the progress made in the field of public health, and hoped that it would persist and intensify its efforts to attain ever-broader and more ambitious objectives.

174. The representative of Haiti observed that in general the situation in regard to public health was not too satisfactory. He shared the concern voiced by the Visiting Mission regarding the shortage of qualified medical personnel and hoped that efforts to recruit personnel in Canada and elsewhere would prove successful. He noted that the Territory desperately needed additional hospital facilities and hoped that provision for this would be included within the framework of a comprehensive economic development plan.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

175. Education in the Territory is provided by both the Administration and the Christian missions. Missions are eligible for subsidies for their educational work provided they conform with conditions relating to the qualifications of teachers laid down by the Administration. Mission schools which meet these conditions are classed as "registered" or "recognized". The Administering Authority aims not only to expand and improve its own educational services but also to raise the standard of education provided in the large number of mission schools.

176. By June 1958, Administration schools had increased from 152 to 184. The number of pupils increased from 9,968 to 11,333 and the number of teachers from 424 to 483. The number of mission schools fell from 3,149 to 2,767, the number of teachers from 4,155 to 3,620 and the number of pupils from 114,976 to 108,046. It was explained to the Visiting Mission that this apparent decline was due to the closing or consolidating of schools and the weeding out of incompetent teachers, in accordance with educational policy.

177. At its twenty-second session, the Council, while considering that increasingly larger sums of money should be devoted to education, noted with satisfaction that the Administering Authority was raising the standards of existing schools and that it was receiving the co-operation of the mission authorities in this task. It commended the Administering Authority for the increasing emphasis being placed on teacher-training. The Council also noted that the diversity of schools was due to linguistic and cultural differences and hoped that the Administering Authority would continue its efforts to enable all children to attend the same schools. The observations made by the United Nations Educational, Scientific and Cultural Organization on education in the Territory[4] were also drawn to the attention of the Administering Authority. In the report under review, the Administering Authority stated that expenditure on education had more than doubled over the last few years and that it would endeavour, whenever possible, to devote increasingly larger sums for this purpose. It also stated that it hoped that its activities in all fields would gradually diminish the linguistic and cultural differences between students and stated that the secondary school planned for Rabaul would be open to all students with the required standard.

178. The Visiting Mission was informed that in January 1958 the Administering Authority announced certain measures to intensify its attempts to improve the standards in mission schools. These are:

(a) The Administration will provide more officers to carry out inspection and supervision.

(b) The Administration will examine the possibility of providing more financial assistance for the training of mission teachers.

(c) The Administration will cease at the end of 1959 to give financial assistance to mission schools which do not teach English.

(d) Mission schools using as teaching media vernacular languages which are not the mother tongue of pupils will be closed in 1960.

179. The Visiting Mission was informed that approval had already been given for additional inspectors. Three will have regional responsibilities in the Territory. Additional district education officers will be appointed so that there will be one in each district, and three others will be appointed who will be available for special assignments when inspecting arrears mount up in particular areas. The duties of all education officers have been modified to include supervisory and inspectorial functions as area education officers. The Mission was pleased to note these recent decisions and felt that when they are fully implemented they should do much to improve the standards in all schools, particularly in the mission schools, and materially assist the Administration in achieving its goal of universal primary education.

180. The Mission also learned that the great majority of mission schools was still classified as "exempt", that is, they did not qualify either to be registered or recognized and therefore eligible for subsidization. In 1958, there were only 227 mission schools with 619 teachers and 19,481 pupils which had been registered or recognized. The Mission was informed that the very high proportion of "exempt" schools was owing, in part, to the fact that the process of inspection was still going on and that when it had been concluded the number of "exempt" schools would undoubtedly be somewhat lower. The Mission was pleased to note that the Administering Authority recognized that it must do its utmost in the next few years to help raise the standards of these "exempt" schools, and it endorsed the projected arrangements

[4] T/1380.

by which the Administering Authority hoped to realize this end.

181. The Mission noted that the provision of an adequate number of teachers continued to be a difficult problem. In the year under review, fourteen trained teachers were added to the service and seventeen cadets began their training. The Mission was of the opinion that, so long as suitably qualified local teachers were not available, the Administering Authority would have to continue and intensify its efforts to obtain teachers from outside New Guinea. The training programme for indigenous teachers includes both mission teachers and Administration teachers. In 1958 forty-four Administration teachers qualified. The Mission was concerned to learn that some difficulty was being experienced in securing recruits and felt that special attention should be given to this problem.

182. At its twenty-fourth session, the Council was informed that, although there had been substantial achievement in many aspects of education, the progress made had fallen short of what the Administering Authority had hoped for, and certain of the developments foreshadowed in the short-term educational plan described in the annual report for 1953-1954 had not taken place.

183. To meet the position, the Administering Authority had decided that a reorganization of the educational system was necessary. As a first step, the organization of the Department of Education had been changed by replacing the former divisions of "Native Education", "Non-Native Education" and "Technical Education", by four new divisions: Primary Education, Secondary Education, Technical Training and Teacher-Training.

184. The main features of the plan for universal primary education are: the changes in departmental organization, which will provide a field force for the inspection and supervision of mission schools, leading to registration of these schools in increasing numbers; an expanded programme of teacher-training, which, with regard to missions, will be assisted and encouraged by a revised scale of financial grants-in-aid in relation to the maintenance of indigenous mission teachers both in training and in service; the introduction of improved methods of teaching English to indigenous pupils by the mass production of activity material a teaching aids.

185. It is planned to provide primary education for all children of school age in schools which attain satisfactory standards and which are suitably equipped and staffed with trained teachers; to increase the efficiency of Administration and mission efforts in training teaching staff and conducting well-organized and efficient schools; to increase the number of teachers' training centres, and eventually establish two main teachers' training colleges in the Territory similar to such colleges in Australia; and to increase the number of competent officers who will be responsible for the development of teaching skills and school organization.

186. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council notes with satisfaction the enthusiastic interest of the indigenous people in education and particularly welcomes the important contribution of local government councils towards the establishment and maintenance of schools in their areas.

The Council expresses the hope that the Administering Authority will spare no effort in further stimulating and supporting the initiative of the indigenous people in establishing educational facilities in the Territory.

The Council, noting the increased expenditure on education, and the measures to improve the standards in mission schools, particularly the appointment of inspectors, and the training of mission teachers in order to bring them up to the required standards, commends the Administering Authority for the progress achieved in the field of primary education. It hopes that, as a result of the five-year plan adopted for the development of education, progress will be further accelerated and that the Administration will assume a more direct and increasing responsibility in the field of the Territory's educational advancement.

The Council, noting that many children fail to complete their primary education, and noting also the continuing shortage of adequately trained teachers, urges the Administering Authority to seek ways of reducing the incidence of wastage and to intensify its efforts to attract a larger number of indigenous persons into the teaching profession. The Council considers that the sharp falling off of attendance in the higher grades of primary schools is largely owing to the fact that a majority of the existing primary schools are two- or three-grade schools, and that, therefore, to enable larger numbers of primary pupils to complete a full course of primary education it should be necessary to expand these schools by progressive stages.

POST-PRIMARY EDUCATION

187. At its twenty-second session, the Council expressed the hope that the Administering Authority would provide the secondary education facilities which it was confident would be required by the greater number of qualified and willing students which would be produced by the expanding primary system. It noted the long-term aim to provide full facilities for secondary education in the Territory itself. In the report under review, the Administering Authority stated that it had begun to develop its own schools to meet the needs of the increasing number of students qualified and wishing to take advantage of higher education but that, as an auxiliary and temporary measure, selected students would continue to be sent overseas until higher education was fully developed within the Territory.

188. The Visiting Mission was informed that the Administration conducted ten schools with 908 indigenous pupils at levels beyond standard 6. Only one of these was a secondary school which now has 132 pupils. It was impressed with this school and believed that it could well serve as a model for other schools in the Territory. It commended the plan to open a secondary school at Rabaul which would be open to children of all races. The Mission was also informed that there were another eighteen Administration schools of standard 6 level which would shortly be raised to intermediate school standard and there were eight intermediate schools with an enrolment of 356 and two secondary schools with an enrolment of sixty-two run by the Christian missions. There were also a number of children, including twenty-five New

Guineans assisted by subsidies, attending secondary schools in Australia. The Mission was of the opinion that instead of sending these children to Australia it would be preferable to provide secondary schools in New Guinea where the children would remain within their own environment and closer to their own people.

189. There are two higher technical schools at Lae and Rabaul. At these, the Mission was informed, the educational level of entry had been progressively raised, making possible a higher standard of instruction. Lower level technical training is being given at other centres and instruction in manual arts and handicrafts is being provided in intermediate and primary schools.

190. Although the Mission noted that progress had been made, it felt that the number of pupils receiving post-primary education in the Territory was low to meet its expanding needs, and that this problem would have to be met by a further extension of secondary education.

191. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling that at its twenty-second session it expressed the hope that the Administering Authority would provide the secondary educational facilities required by the greater number of students produced by the expanding primary school system, notes that the Administering Authority plans to open another secondary school in the Territory next year and that eighteen other schools will shortly be raised to an intermediate standard, and that as an auxiliary and temporary measure selected students will be sent to secondary schools in Australia.

The Council endorses the view of the Visiting Mission that the number of pupils in post-primary schools is too low to meet the growing demand for better educated New Guineans and the needs of the Territory, and hopes that there will be a further increase in the number of secondary schools in the Territory.

The Council, recognizing the need for the active promotion of literacy among the adult population of the Territory, recommends that the Administering Authority, in co-operation with planters and other employers, take steps to provide facilities for adult education for workers at the centres of employment.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

192. The Visiting Mission found little awareness among the majority of New Guineans of the United Nations or of its role in relation to the Trust Territory. Nor did its own attempts to convey such information appear to meet with any appreciable success. It was of the opinion that the information booklets and posters concerning the United Nations were of little value except to children in the upper classes of schools where social studies included teaching about the United Nations.

193. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, noting the statement of the Administering Authority that it will discuss with the Secretariat of the United Nations the question of improving the material supplied about the United Nations to make it more suitable for use in the Territory, expresses the hope that this will contribute to wide-spread awareness of the activities of the United Nations and of its role in the Trust Territory.

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

GENERAL

194. The representative of the United Kingdom of Great Britain and Northern Ireland considered that a debt of gratitude was owed to the missions which had for long supplied, and still supply, much the greater part of the primary education in the Territory. He was glad that the Administration is now able to play an increasingly direct part in this field itself and that the local councils are also taking an increasingly active part in sponsoring schools.

195. The representative of Belgium stated that progress in the field of education was obvious. He considered that the Administration should be congratulated on the very fortunate organization of the educational service and also on the considerable progress achieved in vocational and technical training.

196. The representative of New Zealand considered that the creation of a new division of teacher-training was an important step which should be noted by the Council. He was pleased to see that the Administering Authority seemed fully aware of the need to expand facilities for training teachers and also facilities for vocational and secondary education. He was impressed with the school construction programme being undertaken by the Administration and welcomed especially the completion of the Malaguna Technical Centre.

197. The representative of the United Arab Republic noted with satisfaction the increase in the amount of funds expended on schools and on the measures which the Administering Authority had adopted to increase the number of officers carrying out inspection and supervision.

198. The representative of China stressed the need for encouraging the teaching and use of the English language and at the same time discouraging the use of the Melanesian pidgin, the wide dissemination of which would only serve to hamper educational development in the long run.

199. He thought that to ensure an adequate and continuous supply of qualified teachers for the expanding educational system was a problem which the Administering Authority had to deal with vigorously.

200. The representative of the United States of America commended the Administering Authority for setting certain standards which should be met by both the mission and the government schools and for closing those schools which did not come up to those standards. But once a degree of government supervision had been established, he believed that the missions should be encouraged to share with the Government the huge task of raising the social, educational and medical standards throughout the Territory.

201. The representative of India noted the measures being taken to bring mission schools under direct government supervision, but considered that the Administering Authority should assume a more direct

and expanding role in providing primary education. He hoped that it would take all possible steps to eliminate competition and conflict between the local government councils and the missionary organizations in that field.

202. He urged the Administering Authority to develop programmes of mass literacy. He also suggested that planters and others should be encouraged to provide educational facilities for their employees.

203. He noted with satisfaction that the Administration was taking steps to train more and more teachers and suggested that, in addition to these, suitable steps should be taken to make the salaries and status of teachers more attractive to New Guineans.

204. The representative of the Union of Soviet Socialist Republics stated that, at the twentieth and twenty-second sessions of the Trusteeship Council, attention had already been drawn to the importance of progress in the educational field and the Council had come forward with recommendations on that subject. The position had not improved much since then, and the Soviet delegation considered that the Council should at this session adopt more firm recommendations to the Administering Authority so that it might be possible to embark upon a real solution of the problems of education in the Trust Territory.

205. The representative of Paraguay recognized the progress that had been made in the field of education, but felt that all that remained to be done in every aspect of education could not be disregarded, particularly in view of the lack of sufficient teachers and the existing level of education.

206. The representative of Haiti remarked upon the unquestionable enthusiasm for education in the Territory. The fundamental problem was the inadequacy of its available funds, which would still be insufficient even if, as he recommended, the percentage of the budget allocated to education was increased. It was necessary to increase the number of primary and intermediate schools and, above all, to increase the number of qualified teachers. He thought that wastage at the primary and post-primary levels and the difficulty in maintaining standards might be due to lack of teachers and it was therefore important to strengthen school inspection and to establish a closer control over the schools, most of which were mission schools.

207. The special representative of the Administering Authority stated that the Administering Authority fully endorsed the view of many representatives that an urgent need in the Territory was educational progress, but that it was gratifying to find that they fully appreciated the substantial progress already achieved and were aware of the difficulties that had still to be surmounted. The great progress already achieved in education had fallen short of the Administering Authority's expectations, but it would continue to press on with the aim of establishing universal primary education and introducing the institutions necessary for the more intensive development of secondary and higher education.

POST-PRIMARY EDUCATION

208. The representative of the United Kingdom considered that the Council should commend the Administering Authority for the steps it was taking to promote post-primary and higher institutions of education.

209. The representative of India regretted that secondary education in the Territory had not been given the attention it deserved in the last ten to twelve years. Emphasis was now being placed on the provision of intermediate and secondary schools and it was to be hoped that there would be at least a five-fold increase in such facilities in the next two or three years. He suggested that special attention should be given to the development of a vocational slant in secondary education.

210. The representative of Haiti recommended that a complete system of secondary education should be established within the Territory. Although it was true that students who pursued their secondary studies in Australia benefited from contact with a different environment, it was no less true that the Territory's financial resources were insufficient to send to Australia all the students who would qualify for secondary education in the next few years.

DISSEMINATION OF INFORMATION ABOUT THE UNITED NATIONS

211. The representative of India, noting the comments of the Visiting Mission, expressed the view that the establishment of a United Nations Information Centre in the Territory would facilitate the task of dissemination of information about the United Nations in conjunction with such programmes of adult literacy and fundamental education as the Administration might adopt in the future.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

212. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous recommendations on this subject, in particular the recommendation made at its eighteenth session, notes that researches undertaken by the Commonwealth Scientific and Industrial Research Organization have been pursued with the aid of qualified departments of the Administration, notes that the Administering Authority has established a five-year plan for the development of education in the Territory, and further notes the view of the Visiting Mission that better use could be made of the Territory's resources under an integrated development plan. The Council expresses the hope that the Administering Authority will adopt without delay development plans in all fields and will indicate, whenever appropriate, successive intermediate targets and approximate dates for their fulfilment in order that the necessary preconditions may be created for the attainment by the Territory of the objectives of the Trusteeship System.

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

213. The representative of India renewed his delegation's recommendation that the Administering Authority should continue to proceed in advancing the

Territory's development by defining intermediate targets with tentative dates for their fulfilment in all fields.

214. The representative of the United Arab Republic hoped that in the coming two or three years the Administering Authority would be in a position to submit tentative target dates, or at least intermediate dates, for the attainment of the objectives of the Trusteeship System in the Territory of New Guinea.

215. The representative of the Union of Soviet Socialist Republics stated that the resolution of the General Assembly regarding the setting up of specific dates for the attainment of independence by Trust Territories was not being carried out, and even at the present session the Administering Authority had stated that it did not intend to set up any definite target dates. On the basis of this concrete example, the so-called administrative union was hampering the political development of the Trust Territory towards independence and self-government, and was a clear violation of the Charter and the Trusteeship Agreement.

216. The representative of Paraguay urged the setting of intermediate targets for the attainment of the objectives of the Trusteeship System. He was aware of the views of the Administering Authority on the subject, but had no hesitation in reiterating his stand on this score.

217. The representative of Haiti remarked that even though the Administering Authority refused to provide the Council with intermediate target dates, he was sure that they existed and was confident that the Administering Authority would lead the Territory step by step towards the attainment of the final objectives of trusteeship.

Chapter IX

NAURU

I. GENERAL

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL CONSIDERATIONS

1. The Trust Territory of Nauru is a small oval-shaped island in the central Pacific surrounded by a contiguous coral reef, which is exposed at low tide. It has an area of 8.2 square miles or 5,263 acres, and is approximately twelve miles in circumference. At 30 June 1958, the population totalled 4,308, of whom there were 2,158 Nauruans, 363 Europeans, 654 Chinese and 1,133 other Pacific Islanders.

2. At its twenty-fourth session, the Council adopted the following conclusion:

The Council commends the Administering Authority, the Administration of Nauru, the Nauru Local Government Council and the Nauruan people for the significant progress achieved, particularly in the public health and educational fields and is confident that the Administering Authority will continue to give serious consideration to the constructive criticisms made in the Council with a view to assist the Nauruans to attain further advancement in all fields.

FUTURE OF THE NAURUANS

3. The raising and export of phosphate by the British Phosphate Commissioners is the sole industry and the Territory's only source of income. About 3,824 acres contain phosphate deposits, which it is estimated will be exhausted in roughly forty years. At that time, the remaining resources will be insufficient to enable the inhabitants to maintain the standard of living to which they will have become accustomed. Efforts are therefore being made to find a suitable area elsewhere for the resettlement of the Nauruans, if and when this is deemed necessary.

4. The question of the future of the Nauruan community has constantly commanded the attention of 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.

5. At its twenty-second session, the Council noted the statement of the Administering Authority that it was 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 were being studied, welcomed the efforts being made to stimulate an increasing awareness of the problem among the Nauruan people, and noted the assurance that the Administering Authority's whole educational policy had been predicated upon their future needs. Noting further that, in the opinion of the Administering Authority, no final solution of the problem could be reached until the Nauruan people understood all the issues involved and were equipped by general knowledge and technical and professional training to take full advantage of the choices which would ultimately confront them, and recalling its previous recommendation adopted at its twentieth session, recommended that the Administering Authority continue its efforts to find a solution to 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.

6. Following a discussion of this question with the Nauru Local Government Council, the 1959 Visiting Mission was informed by the Administering Authority to the following effect:

"Investigations directed to finding an eventual new home for the Nauruans were first directed, in accordance with the first expressed wish of the Nauruans, to the possibilities of finding or acquiring an island in the Pacific on which they could be settled as a self-supporting and self-governing community. No island, not already occupied, or if occupied likely to be obtainable, which would be sufficiently productive to enable the Nauruans to support themselves in reasonable comfort and after the fashion to which they had become accustomed under Australian administration, could be located.

"It became evident that the only real opportunity for them lay in their acceptance as immigrants into a Pacific country which could afford them the opportunity to maintain themselves at a reasonable standard of living according to their training and skills and willingness to work.

"The investigations made have included:

"(1) An investigation of the possibilities for resettlement in the Papua and New Guinea area carried out on behalf of the Australian Government by the Administration of Papua and New Guinea.

"(2) An investigation of the possibilities for resettlement in the central Pacific area carried out on behalf of the Australian Government by a former senior official of the South Pacific Commission with wide experience in the Pacific area, including experience with native resettlement schemes. During that investigation, two representatives of the Nauruan community, who were attending a South Pacific Conference in Fiji, were afforded the opportunity, by arrangement of the Australian Government, to visit islands in the Fiji group, including the new home of the Banaban people who had been resettled from Ocean Island.

"(3) An examination at the Administrative Officer level of the possibilities for resettlement in the Solomon Islands area, and in the Australian metropolitan

area, and of methods by which resettlement could be progressively effected if any or all of the countries examined were considered suitable and the Governments thereof receptive.

"The results of the preliminary examination of possibilities and methods are being assembled for presentation for ministerial consideration, with a view to subsequent consultation by the Australian Government with the Governments of the United Kingdom and New Zealand."

7. The opinion of the 1959 Visiting Mission, as set forth in its report,[1] is that, in the event that an island suitable in all respects for the resettlement of the Nauruan community cannot be found, earnest consideration should be given to settlement in the metropolitan country of one of the three Administering Authorities or in a possession of any one of them where the standard of living is comparable to that at present enjoyed by the Nauruans. Failing this, the assistance of the South Pacific Commission might be sought in helping to solve the problem.

8. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous recommendation on the problem of the future of the Nauruan community adopted at its twenty-second session, notes the statement of the Administering Authority that the results of the preliminary examination of possibilities and methods regarding the resettlement of the Nauruans are being assembled for presentation for ministerial consideration, with a view to subsequent consultation by the Australian Government with the Governments of the United Kingdom and of New Zealand. The Council, further noting the statement of the Administering Authority that the drawing up of any plans must be effected with the greatest care and circumspection and must have the full support and co-operation of the Nauruan people themselves and that it fully appreciates the importance of planning as much as possible in advance so as to avoid any undue disruption in the lives of the people and to facilitate their further advancement, recommends that the Administering Authority actively continue its efforts to find an early and concrete solution of the problem.

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

GENERAL CONSIDERATIONS

9. The representative of the Union of Soviet Socialist Republics stated that it was clear from the present situation in the Territory that the Administering Authority was not promoting the political, economic and social advancement of the inhabitants and their progressive development towards self-government or independence, as required under Article 76 of the Charter, nor was it respecting the provisions of article 3 of the Trusteeship Agreement for Nauru. The fact was that its activities were based upon the Nauru Island Agreement, 1919, between the United Kingdom, Australia and New Zealand (T/1466), which established the British Phosphate Commissioners as absolute masters in the Territory. These Commissioners regarded the Administrator of the Trust Territory as no more than an agent, whose duty it was to secure the most favourable conditions for the exploitation of the phosphate. The Commissioners could exercise control over the administration of the Territory simply because it was they who provided the finance. The Commissioners were answerable to nobody; they arbitrarily established the price of the phosphate, the customs duties and the royalties payable to the funds of the Territory. Nauruans had no influence over those activities and were not allowed to participate in them. Article 6 of the 1919 Agreement stated that the title to phosphate deposits and to all land, buildings, plant and equipment on the island used in connexion with the working of the deposits should be vested in the Commissioners. The Nauruan people had thus been deprived of the right recognized in General Assembly resolution 626 (VII), namely the right of peoples freely to use and exploit their natural resources. The Administering Authority admitted in its annual report that the British Phosphate Commissioners had the right to use the whole area of Nauru for the exploitation of phosphates, even without the agreement of the owner of the land.

10. The special representative said that the Administering Authority appreciated the constructive and carefully considered observations made by most members of the Council with respect to conditions in the Trust Territory of Nauru. The representative of the Soviet Union, however, had made a number of unjustified and and unreasonable statements which had distorted the actual situation in Nauru. The USSR representative had chosen to ignore completely the steps taken by the Administering Authority which had made it possible for the Nauruans to reach a level of living that had been favourably commented upon by every Visiting Mission sent to the Territory. That basic defect in the approach adopted by the Soviet Union representative had vitiated the comments and criticisms which he had offered and was all the more obvious in the light of the cogent statements made by other representatives who had confined themselves to constructive criticism and had not hesitated to commend the Administering Authority for the good work it had continued to perform. Bona fide criticism would always be thoroughly examined by the Administering Authority and given the fullest consideration.

FUTURE OF THE NAURUANS

11. The representative of New Zealand assured the Council of the readiness of the New Zealand Government to join in consultations with the Australian and United Kingdom Governments regarding the possibility of resettling the Nauruans.

12. The representative of the USSR said that, in allowing the wanton exploitation of the large phosphate deposits which were Nauru's only natural resource, the Administering Authority was engaging in a policy of colonial exploitation which called for the most serious consideration by the Trusteeship Council. If that policy continued, the Nauruan people would be deprived not only of the phosphate that belonged to them but of the very island in which they had lived for generations. There was no justification whatever for the policies of the Administering Authority, for nowhere in the Charter or in any decision of the General Assembly was it stated that the purpose of a Trusteeship Agreement was to expel the people of a Trust Territory

[1] T/1448, para. 24.

from their home. The Trusteeship Council should take the most vigorous action to prevent the tragedy which threatened the Nauruan people.

13. The representative of Burma observed that, as the life-span of the phosphate deposits diminished, so did the seriousness of the problem of the resettlement of the Nauruans become more evident. Whatever the future held for the Nauruans, the principles and purposes of the Charter and the provisions of the Trusteeship Agreement should not be forgotten.

14. The representative of Belgium recalled that in the course of the debate it had been claimed that the Administering Authority was violating the Trusteeship Agreement and the Charter by creating economic conditions in the island which would compel the inhabitants to leave it in the future. In fact, however, if those economic conditions had not been created the Nauruans would be obliged to leave the island, not forty years hence but immediately, since apart from the phosphates the island was so poor as to be barely able to supply the needs of a few hundred people living at the lowest level of subsistence economy.

15. The representative of the United States of America, referring to the question of the future of the Nauruans, underlined the importance given by his delegation to finding a satisfactory solution. He pointed out that the fear of a known future is much less intense than that of an unknown one. He said his delegation would support the Visiting Mission's recommendation that the advice and assistance of the South Pacific Commission should be sought in that connexion.

16. The representative of the United Kingdom of Great Britain and Northern Ireland stated that his Government would be happy to participate with the other members of the joint Administering Authority in the consideration of various possibilities and methods. He saw no validity in the argument advanced by the USSR representative that the terms of article 3 of the Trusteeship Agreement in some way precluded the Administering Authority from permitting the Nauruans, either individually, in groups, or as a community, to move to other homes.

17. The representative of China considered that the further postponement of the solution to the problem of resettlement would have undesirable effects upon the people of Nauru and the Administration itself. It was doubtful that the Administration could make any long-range planning in any field of advancement, particularly in its educational policy and planning, so long as the dominating question of the future of the Nauruans remained in suspense. Unless the Administering Authority had a definite comprehensive plan itself, any consultation with the Local Government Council could not go very far. He further expressed the view that it is the responsibility of the United Nations to see how the resettlement of the Nauruans outside Nauru, should the people themselves freely express such a wish, could be reconciled with the implementation of the provisions of Article 76 b of the Charter.

18. The representative of the United Arab Republic thought that the emphasis placed on the problem of resettlement and the ingeniousness exercised in working out plans on that subject were turning the Nauruans away from the path of political advancement and self-government. The Nauruans could reach a mature and considered decision concerning their resettlement only when they had studied all the possibilities of political and economic development in their Territory. The Administering Authority should not be concerned primarily with the question of resettlement. It should devote itself rather to the political advancement of the inhabitants in accordance with Article 76 of the Charter and article 5 of the Trusteeship Agreement.

19. The representative of India suggested that the three Governments concerned might find some way of relaxing their immigration laws in the case of those Nauruans who wished to settle in the metropolitan territory of the Administering Authorities.

20. The representative of Australia recalled that it had been said that the problem of the future of the Nauruan people was human rather than political; some members held that resettlement should take place on an individual basis, others that it should be on a community basis and that the Administering Authority should give urgent consideration to the possibility of some part of the Nauruan community finding homes in the territory of one or the other of the Administering Authorities. The problem was a complicated one and the wishes of the Nauruans themselves were of paramount importance. The Council should take due note of the statements of the representatives of the United Kingdom and New Zealand that their Governments were ready to join in consultations with the Government of Australia regarding the resettlement of the Nauruans. No decision would be taken unless the Nauruan people had had every opportunity of considering all matters associated with their possible resettlement.

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

21. An Administrator, responsible to the Australian Government through the Minister of State for Territories, has 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 dealt with by the Nauru Local Government Council, which consists of nine elected members.

22. A full description of the functions and powers of the Nauru Local Government Council was given in the Trusteeship Council's report covering the period 1955-1956.2/ Briefly, it may, subject to the approval of the Administrator, make rules to promote the peace, order, and the welfare of the Nauruans.

23. At its twenty-second session, the Trusteeship Council, recalling its previous recommendation adopted at its twentieth session, urged 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 Trusteeship 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, expressed the hope that

2/ Official Records of the General Assembly, Eleventh Session, Supplement No. 4, (A/3170), p. 327.

the latter organ would introduce some form of local taxation, thereby stimulating local government activities and strengthening the sense of democratic responsibility among the Nauruan people. The Trusteeship Council trusted that, as the local government performed its present functions more fully, the Administering Authority would grant to it broader powers.

24. The question of increased power for the Nauru Local Government Council was the subject of considerable discussion between it and the 1959 Visiting Mission. The point of view of the Council, followed by the observations of the Administering Authority and the comments of the Visiting Mission are set out in the latter's report.[3/] In general, the opinion of the Visiting Mission is that the Administering Authority should not be too reluctant to take a certain amount of risk in carrying out both its declared policy and the objectives of the Trusteeship Agreement. To this end, the Mission feels that, in the near future, more of the internal administration of the Territory might well be delegated to the Nauruans.

25. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, endorsing the views expressed by the 1959 Visiting Mission that the Administering Authority should not be too reluctant to take a certain amount of risk in carrying out both its declared policy and the objectives of the Trusteeship Agreement and that the time is imminent when local matters can, for the most part, be entrusted to the Nauruans, welcomes the statement of the Administering Authority that careful consideration will be given to these views by it when reviewing the powers and functions of the Nauru Local Government Council in local matters.

On the other hand, the Council trusts that the Local Government Council will exercise to the full the powers it already has and that the Administering Authority will further foster such an exercise.

The Council recommends that the Administering Authority consider, in accordance with Article 76 b of the Charter, the adoption of further measures necessary to promote the political advancement of the Nauruans.

DEVELOPMENT OF UNIVERSAL ADULT SUFFRAGE AND DIRECT ELECTIONS

26. With the exception of persons who have been convicted and are under sentence for certain offences punishable under any law enforced in Nauru, every Nauruan resident in the Territory, male or female, who is over twenty-one years of age is required to apply for, and is entitled to, enrolment as a voter in the district in which he lives. All Nauruans on the electoral roll are entitled to vote and are eligible for election in the district in which they are enrolled. Voting is compulsory and by secret ballot.

27. At its twenty-fourth session, the Council adopted the following conclusion:

The Council, recalling the statement of the Administering Authority 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 whereby the Administrator may act as Returning Officer in order to provide for appeals in connexion with an election to lie to the Central Court, notes that the Administering Authority has given assurance that this amendment will be put into effect before the holding of the coming election.

CIVIL SERVICE: TRAINING AND APPOINTMENT OF INDIGENOUS PERSONS FOR POSITIONS OF RESPONSIBILITY IN THE ADMINISTRATION

28. At its twenty-second session, the Council welcomed 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 was the established policy of the Administration and that, as Nauruans acquired the necessary qualifications and administrative capacity through the educational and training programmes, including in-service training, which were now being pursued, more of them would be appointed to responsible posts, recommended 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 provided for technical education and for on-the-job training.

29. In March 1959, at the time of the Mission's visit to Nauru, the permanent establishment of the Public Service consisted of 359 positions, of which 314, or 87 per cent were filled, or to be filled, by Nauruans (excluding those temporarily employed). Twenty-five of the positions were occupied by Europeans and twenty by Chinese, of whom one was the official interpreter, two were mechanics and seventeen were domestic employees.

30. The senior positions occupied by Nauruans included the following: administrative and Nauruan Affairs officer, who is head of department; magistrate of the district court and also of the central court; superintendent of schools, who is also magistrate of the district court; assistant medical practitioners, who number four; pathologist; domestic science mistress; senior works foreman; transport officer; foreman tradesmen; sub-inspector of police; senior survey draftsman; chief clerk, accounts; staff clerk; librarian of the Nauru Public Library. In addition it was hoped, so the Mission was informed, that the first fully qualified teacher, who had recently taken up his duties at the Consolidated Primary School, would in due course be capable of assuming the directorship of schools.

31. The 1959 Visiting Mission, while fully endorsing the declared policy of the Administering Authority, expressed the view that the latter should not be too reluctant to take a certain amount of risk in carrying out its policy and re-emphasized the importance of selecting promising Nauruan officials for further training in order to prepare for higher positions in the Public Service.

32. At its twenty-fourth session, the Council adopted the following conclusions and recommendations:

The Council, recalling its previous recommendation adopted at its twenty-second session and noting the statement of the Administering Authority that it could not, without failing in its duty and ignoring its respon-

3/ T/1448, paras. 26-28.

sibilities, contemplate the risk involved in placing Nauruans in any of the positions calling for professional or technical qualifications until they obtain the required qualifications and experience; while recommending that the Administering Authority continue to give every encouragement to promising Nauruans to obtain the required qualifications, endorses the view of the Visiting Mission that it should not be too reluctant to take a certain amount of risk in placing them in positions where tney can obtain the necessary experience.

JUDICIARY

33. At its twenty-second session, the Council congratulated the Administering Authority on the coming into operation of the new Judiciary Ordinance, which provided for complete separation between the executive and judiciary and considered that this represented an important element in the Territory's political advancement.

34. At its twenty-fourth session, the Council adopted the following recommendation:

The Council, bearing in mind the limitations imposed by the particular circumstances of the Territory, recommends that the Administering Authority take the necessary steps to give practical effect to the separation between the executive and the judiciary provided for in the Judiciary Ordinance by establishing a magistrate's post divorced from other functions in the Administration and that it encourage suitable Nauruans to study law.

INDIGENOUS PARTICIPATION IN THE WORK OF THE TRUSTEESHIP COUNCIL

35. At its twenty-fourth session, the Council adopted the following conclusion:

The Council welcomes the statement of the Administering Authority that it has no objection in principle to a Nauruan being associated in some way with the Australian delegation to the Trusteeship Council and that it will bear in mind the views of the 1959 Visiting Mission, that there might be mutual advantage in such an association.

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

36. The representative of New Zealand stated that the scope for political development in a small community was clearly not unlimited and the constitutional and administrative structure could easily become over-elaborate.

37. The representative of the Union of Soviet Socialist Republics considered that the determining factor in the economic, political and social development of the Territory was the Administering Authority's decision to resettle the Nauruans. With that idea in mind, the Administering Authority was not even considering the political advancement of the Territory; it was not planning to introduce self-government in the Territory or to establish legislative and executive bodies for which the indigenous inhabitants would be responsible. The Nauru Local Government Council remained a purely advisory body; it had itself pointed out in the memorandum it had submitted to the Visiting Mission that its powers had not changed since 1928. The Council had submitted six concrete proposals to the Administering Authority for the extension of its powers with regard to various matters and had asked for other powers which would enable it to work for the attainment of self-government. The Administering Authority had rejected all those proposals; it had claimed, with no justification, that the Local Government Council was showing no initiative. The fact was that the Administering Authority was trying to stifle its initiative, for every step the Council wished to take required the oral or written approval of the Administration. The Trusteeship Council should therefore recommend that the Administering Authority should immediately satisfy all the requests submitted by the Local Government Council. The Trusteeship Council should further take steps to ensure that the people had an opportunity to decide for themselves regarding their future, the economic development of the Territory, public health and education.

38. The representative of France recalled that the Administering Authority had made it clear that the restrictions on the competence of the Council had been established in the interests of the Nauruans themselves and that its powers would be extended after what might be termed a probationary period. In his delegation's view, the Administering Authority had shown great wisdom by proceeding slowly with the transfer of powers.

39. The representative of Burma observed that although Nauru had been under trusteeship for twelve years, institutions of self-government such as an executive body, a legislative council and a judiciary had not yet developed. The Nauru Local Government Council's lack of powers and functions had been the cause of dissatisfaction and discontent among the people.

40. The representative of the United States of America urged the Administering Authority to continue its efforts to stimulate in the Nauruans a greater and continually growing interest in their own affairs. He pointed out that indifference among people is more to be feared than active, enlightened opposition.

41. The representative of China hoped that the Administering Authority would grant broad powers to the Local Government Council and that the latter would make full use of its power of initiative. It was only through the full and proper exercise of such a power of initiative that experience in governmental responsibility would be acquired.

42. The representative of Paraguay regretted that the island had not yet developed institutions of self-government with executive and legislative powers; the Administering Authority should delegate such powers to Nauruan organizations on an ever-increasing scale.

43. The representative of the United Arab Republic proposed that the Administering Authority should immediately set out to prepare a plan of reform, in stages, gradually extending the powers of the Local Government Council which would eventually become a legislative body with competence extending through the Territory and over all sectors of the population. In the light of the experience acquired, it should also make a list of the subsidiary administrative tasks of which the Local Government Council could be relieved and which

could be entrusted to another, purely municipal, executive body. Without necessarily relinquishing all possibilities of supervision, it should give the Council much greater freedom in handling the funds available and, while taking the necessary steps to safeguard the various interests concerned, it should progressively extend the Council's competence.

44. The special representative of the Administering Authority repeated the assurance that when the Council exercised its present powers to the full, the Administering Authority would gladly consider increasing those powers and facilitating the further development of the Council. In the meantime, consideration would be given to providing the Council with greater autonomy in purely internal matters.

JUDICIARY

45. The representative of Burma thought that, despite the new Judicial Ordinance which had come into force in December 1957, complete separation between the executive and the judiciary had not yet been achieved, nor would it be achieved until all those on the bench could exercise their powers independently of the executive; as it was, the handful of selected Nauruan councillors were discharging three separate functions as councillors, magistrates and municipal executives.

46. The representative of Haiti was gratified to learn that the Administering Authority would take account of the views expressed on the need to grant Nauruan judges a status more in keeping with the independence which they required.

47. The representative of the United Arab Republic considered that the courts of the Territory did not, at the present time, provide all the necessary safeguards for satisfactory settlement of any disputes between the Nauruan people and the Administration, or between the people and the British Phosphate Commissioners.

48. The representative of India considered that there was much scope for improvement in the judicial system of the Territory. In practice, there was no separation between the executive and the judiciary, as the magistrates of the district courts and the central court were officers of the Administration. The Indian delegation felt very strongly that the Administering Authority should take the necessary steps to guarantee the independence of the courts.

49. The special representative of the Administering Authority assured the Council that the attention of the Administering Authority would be drawn to remarks made by certain representatives on the provisions of the new Judiciary Ordinance which related to the appointment of magistrates.

INDIGENOUS PARTICIPATION IN THE WORK OF THE TRUSTEESHIP COUNCIL

50. The representative of India hoped that the Administering Authority would not wait until 1962 before associating Nauruans in the work of the Council.

III. ECONOMIC ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

51. The Territory's sole export is phosphate, valued at £2,421,898 in 1957-1958. During the same year, imports, chiefly from Australia, totalled £971,029, as compared with £1,170,218 in the preceding year.

52. The 1959 Visiting Mission was of the opinion that, although back-garden vegetable growing, pig- and poultry-keeping and fishing could help to alleviate the subsistence needs of the people, it could not contribute to the ecomomy of the island to any appreciable degree. For the most part, the majority of Nauruans were wedded to a cash economy and satisfied their needs with imported goods, with little incentive to do otherwise. At present, the Administration was attempting, with laudable zeal, to persuade Nauruans to grow vegetables and fruits in their garden plots, in order to improve and diversify their diet. A Nauruan, who is at present studying agriculture at a college in Australia, was destined on return to Nauru to help in improving pig- and poultry-keeping and in stimulating the growing of vegetables and fruits.

53. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council, bearing in mind that, as a result of the agricultural land-use survey of Nauru carried out in 1954 by a team from the Commonwealth Scientific and Industrial Research Organization, the conclusion was reached that the back-filling of the worked-out phosphate areas was a practical impossibility, bearing further in mind that, even if such back-filling were possible, the prolonged enjoyment by Nauruans of a cash economy based on the phosphate industry would make their resorting to any large-scale agricultural activity unlikely; considering, on the other hand, that individual gardening and farming might provide, if properly developed, additional revenue to a number of them and an improved diet to all, recommends that the Administering Authority continue and intensify its efforts to encourage Nauruans into such small-scale agriculture and farming.

FISHING INDUSTRY

54. At its twenty-second session, the Council, noting with satisfaction the efforts of the Administering Authority to develop and diversify the economy of the Territory, welcomed its decision to provide funds for the creation of a fishing industry and expressed the hope that urgent consideration would be given to the preparation of all the necessary plans. It further expressed the hope that this might ultimately develop into an export industry.

55. With regard to the fishing industry, the 1959 Visiting Mission was informed that efforts were being made to organize the sale of surplus fish by the fishermen to the Nauru Co-operative Society, which would then construct a refrigerated room where the fish could be kept. It could then be sold to the public at the time they came to buy meat from the butcher's shop. Once the local Nauruan needs were satisfied, it was planned to buy a forty-foot launch in order to fish some distance beyond the reef and sell the surplus catch to the British Phosphate Commissioners. In order to stimulate the sale of fish as a valuable source of protein, the Nauru Local Government Council has set up a Diet and Nutrition Committee.

56. At its twenty-fourth session, the Council adopted the following conclusion:

The Council, noting with satisfaction the steps which are now being taken to initiate a fishing industry to

satisfy local needs on a sound basis in co-operation with the Nauru Local Government Council, welcomes the statement of the Administering Authority that the question of making channels for fishing canoes from the foreshore to the deep water as well as the construction of a cold-storage room for fish would be given attention, particularly in view of the sufficiency of funds at the disposal of the Nauru Local Government Council to provide for both projects at the same time.

PUBLIC FINANCE: DEVELOPMENT OF ADEQUATE PUBLIC REVENUE

57. All expenses of the Administration are met by the British Phosphate Commissioners, out of the proceeds of phosphate sales, if not provided for by other revenue. Further revenue is obtained from import duties, postal services, and other sundry items. There is no direct taxation, although the Nauru Local Government Council has certain powers to levy taxes which it has not yet exercised. Revenue received by the Administration during 1957-1958 totalled £352,656, as compared with £218,916 the previous year. This consisted of £328,988 paid by the British Phosphate Commissioners and £23,688 from the other sources mentioned above.

58. During the year under review, shipments of phosphates from Nauru totalled 1,167,180 tons, valued at £2,421,898. In addition, 289,580 tons were exported by the British Phosphate Commissioners from Ocean Island and they also purchased and distributed a total of 420,776 tons from mining companies on other islands. The trading account for all operations during the year showed a net credit of £3,363,556 for phosphate sales and a net cost, including royalty and other payments, of £3,358,894.

59. Expenditure totalled £357,396 in 1957-1958, compared with £302,349 during the preceding year.

60. The rehabilitation and construction of 350 houses to replace the homes of Nauruans which were destroyed during the war was also completed. The British Phosphate Commissioners initially bore the cost, which totalled £303,775. Amortization of this advance is also provided for in the accounts of the British Phosphate Commissioners at the rate of 9d. per ton of phosphate. At the beginning of the period under review, only £4,764 remained outstanding, and the British Phosphate Commissioners closed their separate account dealing with the matter by transferring the amount to their General Island Expenses account. Costs incurred by the British Phosphate Commissioners in extending electricity to Nauruan homes, amounting on 30 June 1958 to £2,885, have also been charged to their general account.

61. Besides this contribution to the general revenue of the Territory, the phosphate industry pays royalties to three funds set up 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 1957-1958 amounted to £19,747 and the credit balance at 30 June 1958 was £9,296.

62. Two special funds have been created in order to meet the economic needs of 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 1958 had a balance of £161,734. A separate royalty of 5d. per ton is paid into the Nauruan Community Long-Term Investment Fund, which had a credit of £246,658 on 30 June 1958.

63. The total amount payable from phosphate proceeds in respect of the Administration and the Nauruans in 1957-1958 was £429,040, compared with £397,164 the preceding year.

64. At its twenty-second session, the Council reiterated 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. It also endorsed the policy of the Administering Authority that any increase should apply mainly to the Nauruan Community Long-Term Investment Fund and requested the Administering Authority to inform it of the results of the negotiations.

65. In its annual report for 1957-1958, the Administering Authority stated that, as a result of the negotiations between the Nauru Local Government Council and the British Phosphate Commissioners, royalties paid to or for the direct benefit of the Nauruan people were increased, with effect from 1 July 1957 as follows: Nauruan Community Long-Term Investment Fund from 5d. to 1s. per ton, Nauru Royalty Trust Fund from 3d. to 7d. per ton and the Landowners Royalty Trust from 2d. to 3d. per ton. Surface payments were also increased from £45 to £60 per acre with effect from 1 July 1957. Retrospective royalty payments for 1 July 1957 to 30 June 1958 exceeded £58,000. It further stated that arrangements had been made for the British Phosphate Commissioners, representatives of the Nauruans, and representatives of the Department of Territories to meet in Canberra in March 1959, for the purpose of reviewing the whole matter of royalty payments.

66. The 1959 Visiting Mission was pleased to learn that the Head Chief and the Treasurer of the Nauru Local Government Council were going to Canberra towards the latter part of April 1959, to participate in negotiations regarding future phosphate royalties with the British Phosphate Commissioners. The Mission considered that the Administering Authority was to be commended for directly associating representatives of the Nauruan Community in a matter which so closely affected their future well-being and hoped that the outcome of those negotiations would be communicated to the Trusteeship Council in due course.

67. At its twenty-fourth session, the Council adopted the following conclusions:

The Council notes with satisfaction that, consequent on an agreement reached in 1958 between the Nauru Local Government Council and the British Phosphate Commissioners, increases in the royalty and acreage payments were made retrospective from 1 July 1957 and that, in accordance with the policy endorsed at its twenty-second session, the proceeds were applied mainly to the Nauruan Community Long-Term Investment Fund.

The Council, noting that general discussions on royalty rates were held in Canberra in April 1959, between the British Phosphate Commissioners and representatives of the Nauruan community and of the Department of Territories, hopes that the outcome of the discussions will be satisfactory to the Nauruans,

commends the Administering Authority for directly associating representatives of the Nauruan community in a matter which so closely affects their well-being and requests the Administering Authority to inform it of the results of the discussions and to provide it with more comprehensive information on the operations of the British Phosphate Commissioners.

LAND

68. Practically all the land in the island is owned by individual Nauruans, who acquired it by inheritance. Of the 214 acres not so owned, 207 acres belong to the Administration, two acres to the British Phosphate Commissioners, and five acres to two religious missions, the land having been granted to them by the Nauruan landowners. Titles to the land owned by the Administration and the British Phosphate Commissioners date from the former Administration.

69. Of the 101 acres of non-phosphate land owned by the Administration, ninety-seven were acquired in 1952 for the purposes of an aerodrome. Provision has been made for the payment of compensation to the owners of the land in the form of an amount payable annually in advance in perpetuity, for payment by way of compensation for the use of the land during the period 1 November 1945 to date of acquisition and for the payment of specified trees and buildings on the land at the date of acquisition.

70. At its twenty-second session, the Council was informed 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.

71. The Council, noting the statement of the Administering Authority that the airstrip, which was intended primarily for emergency use for medical and other purposes for the benefit of the Territory, had been enlarged at the behest of the civil aviation authorities, expressed the hope that the dispute which still existed in regard to the payment of compensation for some of the land thus used would be settled to the satisfaction of all parties concerned and requested the Administering Authority to keep it duly informed of progress in this regard.

72. This question of the aerodrome was discussed by the Nauru Local Government Council with the 1959 Visiting Mission which gained the impression that, while the individuals concerned objected to the cutting down of their coconut trees, the main complaint centred on the fact that, except for a very few occasions, the airfield had remained unused for the last thirteen years. This impression was confirmed by the Council members, who stated in their submission of this item that they would consider withdrawing their objections if the airfield were to be put into use by regular flights.

73. The Mission, while endorsing the view of the previous Visiting Mission that it was in the interest of the population of Nauru as a whole to retain the airstrip and that it was also important to the development of Nauru, recommended that the Administering Authority undertake effective action to get Nauru included as a regular port of call of some commercial airline.

74. The Administering Authority, in observations submitted to the Visiting Mission, stated that it fully appreciated the outlook of the individual land and food-tree owners, but, in the interests of the Nauruan people, was convinced that the aerodrome should remain as it ensured a means of alternative communication for that isolated community in the event that sea transport was interrupted or was too slow in an emergency, even if a regular air service was not established in the foreseeable future. If such a service, possibly subsidized by the Administration and the British Phosphate Commissioners, were practicable, it would provide many advantages for the Nauruan community. In the meantime, however, action to remove obstructions, namely, the trees that infringed the 1 in 7 slopes and two buildings, would be suspended.

75. The Nauru Local Government Council also submitted to the 1959 Visiting Mission the problem of the phosphate-bearing lands in the old German wireless station area which, it said, were at present owned by the Administration. It requested that the land be returned to the rightful owners and all royalties accruing therefrom to date should be paid to the same people.

76. The Mission was rather surprised that this problem was brought up, since it was under the impression that the ownership of the area generally referred to as the "wireless station land" had been decided. The Mission was informed by the Council that this was not so, though it had not hitherto raised the case with the Administration. The Mission, therefore, suggested that the question be examined as to whether the landowners concerned could bring their case to court.

77. The Administering Authority stated, in observations submitted to the Mission, that the question raised as to whether the Nauru Local Government Council and/or individual Nauruans could take the land ownership matter to court as against the Administration had been referred to the Commonwealth legal officers for advice. When that advice was received, information would be furnished to the Trusteeship Council.

78. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council, noting with regret the observations of the Administering Authority with regard to the regular use of the airstrip and, in particular, the opinion of the Australian Department of Civil Aviation that it is not likely that Nauru could be included in any commercial route, nevertheless, recommends that the Administering Authority actively examine the practicability of using the airstrip by flights possibly subsidized by it and by the British Phosphate Commissioners, particularly in view of the fact, which the Administering Authority itself recognizes, that the regular use of the airstrip might well play an influential part in the future of the Nauruans.

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

GENERAL

79. The representative of the Union of Soviet Socialist Republics believed that the British Phosphate

Commissioners should be placed under the control of the representative organs of the Nauruan people so that the indigenous inhabitants might have a voice in the conduct of the business and participate in the decisions which settled the levels of mining and the prices paid for phosphates. The special representative had tried to convince the Council that it was not the plundering of the resources and the transformation of the island into a wasteland which were the major reasons for the need to resettle the Nauruans, but rather the unfortunate nature of the island, which made it impossible to rehabilitate the phosphate land. In view of the seriousness of the situation, the United Nations should undertake an independent study of economic conditions in Nauru with a view to making recommendations for the rehabilitation of the island, the diversification of its economy, the re-exploitation of its natural resources, and the development of fishing and other activities in order to ensure its future. The Trusteeship Council should recommend that a special United Nations technical commission should be sent to the Territory for that purpose. Furthermore, all land should be returned to the Nauruans, so that they could conduct the exploitation of the phosphate on a rational basis and develop the economy of the island. The ships that came to collect the phosphate could bring to the island such necessities as earth, agricultural machinery and equipment and so forth. The Nauruans would then be able to establish a system of highly productive agriculture throughout the island to provide the inhabitants with the food that they required.

80. The representative of Burma thought that the most obvious shortcoming in the economy of the Territory was the absence of any secondary industry of consequence. The inadequate water supply restricted the possibilities of growing fruit and vegetables; it was to be hoped, however, that on the return from Australia of a Nauruan agriculturist, pig- and poultry-farming would be improved.

81. The representative of China considered that there seemed no prospect that the development of any economic activities other than the phosphate industry could contribute substantially to the island's economy.

82. The representative of Haiti thought that, although the individual situation of the Nauruans was satisfactory, it was unfortunate that, generally speaking, they had no field of specialization: bearing in mind the fact that they were neither farmers, cattle breeders, fishermen nor traders, the question of their future became even more acute.

83. The representative of the United Arab Republic suggested that it would be advisable for the Administering Authority to prepare a long-term economic plan with a view to providing the Territory with a diversified economy on the basis of an inventory of all available resources, with the assistance, where appropriate, of a group of experts from the United Nations and the specialized agencies.

84. The representative of India considered that, even if the fact was accepted that a stage would be reached when a large part of the population would have to leave the island, it was more than likely that a certain number would continue to live there. It would be impossible for them to survive unless measures were taken to tap resources other than phosphates to which the economy of the Territory was so closely linked. The Administering Authority should give serious consideration to the possibility of regenerating the land from which phosphate had been extracted. In that connexion, his delegation would support the suggestion which had been made during the debate that recourse might be had to United Nations technical assistance.

85. The special representative of the Administering Authority remarked that the possibility of converting the area from which phosphate had been extracted into arable land had been raised by some delegations. While in theory the worked-out land could be levelled, it appeared to be an impractical course for a number of reasons, including the lack of an adequate supply of water, the fact that the Nauruans had clearly no desire to become a purely agricultural community, and the prohibitive cost of such a conversion. The area from which phosphate was extracted had never been suitable for agriculture. In fact, the complete absence of soils in Nauru had been established in 1954 by experts of the Commonwealth Scientific and Industrial Organization; the island consisted of gravelly sands, with a little humic matter in the few top inches and its soil could only be described as unfertile. Hence, there was little or no scope for agricultural development.

FISHING INDUSTRY

86. The representative of Burma recalled that the Administering Authority had not succeeded in interesting the Nauruans in any secondary industries and in his delegation's view the fishing industry, unless heavily subsidized by the Administering Authority, would be a failure.

87. The representative of the United Kingdom of Great Britain and Northern Ireland considered that the efforts that were being made to develop a fishing industry deserved the Council's commendation and support. Quick results could not be expected, however.

88. The special representative of the Administering Authority stated that a second attempt was being made to establish a fishing project, to which the Administration would give its full support, but the success of the project would depend largely on the interest shown by the Nauruans which so far had not been widespread.

PHOSPHATE ROYALTIES

89. The representative of the Union of Soviet Socialist Republics considered that royalties should be increased substantially for the benefit of the Nauruan people.

90. The representative of Burma recalled that, on many occasions in the past, the Trusteeship Council had asked the Administering Authority to furnish information about the internal functioning of the economic exploitation undertaken by the British Phosphate Commissioners and the price which they received for the phosphate extracted from Nauru. The Nauruans themselves were anxious to know whether they were receiving a fair return, and the Administering Authority had not been helpful in securing information about prevailing world prices.

91. The representative of Belgium thought there could be no doubt that the inhabitants derived from the phosphate industry advantages which not only enabled them to enjoy the amenities of civilized life but would enable them to accumulate a substantial

capital that would increase year by year and would be of great help to them in the future.

92. The representative of the United Arab Republic regretted that the Council had not obtained information on certain fundamental questions, especially those relating to phosphates. It was to be hoped that the Administering Authority would next year supply all the information requested.

93. The representative of India considered that the Administering Authority should see to it that a clearer and more precise picture of economic conditions in the Territory was presented in future. With regard to the phosphate industry, in particular, the report indicated the quantity and value of the phosphate exports from Nauru and the amount of the royalties paid to the inhabitants, but the detailed statistical table annexed to the report covered the over-all operations of the British Phosphate Commissioners in all Territories in the area, although the Trusteeship Council had repeatedly requested the Administering Authority to provide separate figures for the Commissioners' operations in Nauru. The reasons given by the Administering Authority for not complying with that request were unconvincing.

94. The special representative of the Administering Authority noted that the delegations of Burma, India, the United Arab Republic and the Soviet Union had requested more detailed information on the activities of the British Phosphate Commissioners, particularly with regard to the phosphate industry in Nauru. In view of the fact that the Commissioners were responsible for the development of the phosphate industry in other areas as well, much of their expenditure was in the form of common costs which it was not possible to break down without a complex and largely hypothetical system of costing analysis. The important thing was that the Nauruans were deriving substantial and increasing benefits from the operation of the phosphate industry.

LAND

95. The representative of India hoped that, in view of the serious shortage of arable land, the Administering Authority would not authorize the British Phosphate Commissioners to extend their operations to areas such as that around the Buada lagoon which were at present being cultivated.

96. The special representative of the Administering Authority pointed out that the Commissioners were subject to certain restrictions such as the Land Ordinance, under which the Administrator alone was empowered to determine which lands were to be classed as phosphate-bearing.

IV. SOCIAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

PUBLIC HEALTH

97. Medical and dental services are provided free of charge by the Administration and the British Phosphate Commissioners. Expenditure on health services during 1957-1958 amounted to £61,195, representing an increase of £20,282 over the preceding year.

98. The Public Health Department was made up of seventy-nine persons as at 30 June 1958, fifteen of the additional staff, however, being classified as domestic personnel. The staff, in 1958, included five Europeans (medical officer-in-charge, dental officer, matron and two nurses), four Nauruan assistant medical practitioners and fifty-five other Nauruan medical staff.

99. The new Administration general hospital is furnished with modern equipment on a generous scale and provides excellent facilities for the treatment of both in-patients and out-patients. Separate wards are provided for maternity, mental and infectious cases. A clinic within the hospital is now established for tuberculosis patients under the supervision of a fully trained European sister, assisted by a Nauruan medical practitioner, trained in the management of tuberculosis patients. The sister and her staff are carrying out the recommendations made as a result of the survey organized to control and prevent the spread of the disease. There are also facilities for the training of nurses.

100. The Administration also maintains a small Hansenide hospital, eight infant welfare clinics, two ante-natal clinics and two out-patient clinics.

101. The British Phosphate Commissioners maintain a hospital for the European employees in which ten beds are available, and another hospital with 140 beds for their immigrant workers. On 30 June 1958, the staff consisted of a European medical officer, a trained nurse, a dispenser and thirty-one orderlies and probationers.

102. At its twenty-second session, 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, expressed its confidence that the Administering Authority would continue its efforts to improve qualitatively health services and sanitary conditions, and to train Nauruan medical personnel for professional posts in the health services.

103. The 1959 Visiting Mission stated in its report that, on the whole, it was very favourably impressed by the medical facilities provided and the measures taken by the Administration to care for the health of the people, as well as its programme for the training of Nauruan men and women to assume eventual responsibility in all sections of the public health field.

104. At its twenty-fourth session, the Council adopted the following conclusions:

The Council commends the Administering Authority for the efforts it continues to make in the field of public health, trusts that the measures being undertaken for the prevention and control of diseases, particularly tuberculosis, will result in success and that it will continue with every possible means to encourage Nauruans to equip themselves professionally in the medical, nursing and sanitation branches of health work.

The Council, noting with satisfaction both the efforts of the British Phosphate Commissioners to control the phosphate dust and the statement of the Administering Authority that the government Medical Officer is to undertake a new analysis of the dust, hopes that the results of these measures will be satisfactory to the

Nauruan people and draws the attention of the Administering Authority to the offer of co-operation in this matter made by the representative of the World Health Organization.

LABOUR

105. At its twenty-second session, the Council, reiterating the 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, and noting, on the other hand, the statement of the Administering Authority that those matters were under consideration, expressed the hope that progress would be achieved in this connexion and that full information thereon would be provided in the next annual report.

106. The Council also noted with satisfaction that the Workmen's Compensation Ordinance, which entered into force during 1956, was in consonance with similar legislation in advanced countries.

107. The Council further expressed the hope that, through the joint efforts of the Administering Authority and the Local Government Council, the British Phosphate Commissioners would secure the necessary area for the erection of married people's quarters for immigrant workers.

108. In its annual report for 1957-1958, the Administering Authority stated that pay scales and job descriptions were now included in one staff list, that employment conditions on Nauru were at present under review, and that on completion, information thereon would be made available to the Trusteeship Council.

109. The 1959 Visiting Mission was informed by the Administration that the basic wage was reviewed every six months and varied with the rise and fall in the cost of an approved regimen of living costs. A survey to fix the cost of the regimen was made by an officer of the Administration and a representative of the Nauruan Workers' Organization was invited to comment before the fixation. After the last review in November 1958, the basic wage rose to £A297 per annum, and included an amount equal to the rental of a Nauruan home. The dependant's allowance, paid for dependent children, varied with the rise and fall in the basic wage and was now twelve shillings and seven-pence per week. The preparation of a scheme of retirement benefits in conjunction with a Superannuation Ordinance to be issued together with the Public Service Ordinance was also under consideration.

110. The Administering Authority also stated in its latest annual report that, as the result of an agreement reached with the Nauru Local Government Council, an additional area of approximately three acres had been made available to the British Phosphate Commissioners. This would enable the Commissioners to proceed with the erection of more houses for immigrant workers.

111. At its twenty-fourth session, the Council adopted the following conclusions:

The Council, recalling its suggestions made at its twentieth and twenty-second sessions that the Administering Authority should take appropriate measures to eliminate any differentiation in pay scales and working hours between Nauruans and immigrant groups, notes the statement of the Administering Authority that employment conditions on Nauru are at present under review and that on completion, information thereon will be made available to it.

The Council notes with satisfaction that, as the result of an agreement reached with the Nauru Local Government Council, an additional area has been made available to the British Phosphate Commissioners for the erection of more houses for immigrant workers.

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

PUBLIC HEALTH

112. The representative of the World Health Organization said that expenditure on public health had been 50 per cent higher than in the previous financial year and there had been a steady rise in the number of medical and health personnel. Preventive measures were playing an increasingly important part in the control of disease. The immunization of children of school and pre-school age against poliomyelitis had also been started. As soon as more mothercraft nurses became available, consideration might be given to the organization of a home-visiting service as a means of improving mother and child care. WHO had noted with interest the idea of organizing inter-district competitions to improve environmental sanitation. To that end, more staff with a training in health education were needed to work under the health inspector. It was hoped that, thanks to the educational advancement of the Territory, a larger number of students could be sent abroad for medical and health training. With regard to the question of phosphate dust, if the dust contained only calcium phosphate it was not hazardous to health. It was, however, a nuisance to the population and efforts should be made to eliminate it as far as possible. WHO would be happy to co-operate in that matter with the Administering Authority and the Trusteeship Council.

113. The special representative of the Administering Authority remarked that some concern had been expressed with respect to the incidence of tuberculosis in Nauru. The Administration was determined to take every step to eradicate the disease, the incidence of which had decreased. Several representatives had asked whether the prevalence of phosphate dust could be a contributory cause of diseases of the respiratory system. That possibility had been investigated by the Administering Authority and the dust had been found to be harmless. In order to reassure the population, however, the Administration had arranged for a medical analysis of the dust and it would be glad to learn of the World Health Organization's offer of co-operation.

LABOUR

114. The representative of Burma recalled that the Trusteeship Council had, on many occasions, asked the Administering Authority to take serious and vigorous steps to eliminate any differentiation in pay scales and working hours between Nauruans and immigrant groups. He hoped to receive the information on the matter in the next annual report.

115. The representative of the United Arab Republic recalled that there was in the Territory neither a service for inspecting organized labour nor any unified and complete labour legislation. It might be wondered

how the application of existing legislation was supervised and there was reason for doubt as to whether methods of appeal open to workers was adequate.

116. The representative of the Union of Soviet Socialist Republics said that despite the Trusteeship Council's repeated recommendations, racial discrimination had not been eliminated: Nauruans worked longer hours than Europeans and received less pay for the same work. It seemed, furthermore, that the Administering Authority had no intention of improving the situation.

117. The special representative of the Administering Authority remarked that several representatives had drawn attention to differences in salaries and wages paid to Nauruan and European employees of the Administration. The presence of adequate professional and technical staff had to be ensured in the interests of efficient administration. The number of Nauruans qualified to fill senior Administration posts was small and in order to obtain officials from outside the Territory the Administering Authority was compelled to offer salaries and working conditions in line with those obtaining in the prospective employee's country of origin. A similar problem faced the British Phosphate Commissioners. As the training programmes now being pursued provided Nauruans with professional and technical knowledge, more of them would be given appropriate appointments.

V. EDUCATIONAL ADVANCEMENT

Outline of conditions, and recommendations adopted by the Trusteeship Council

GENERAL

118. Education is free and compulsory for all children between the ages of five and fifteen (if European) and seventeen (if Nauruan), and equal facilities are provided for boys and girls. At 2 March 1959, there were 644 pupils in Administration schools and 236 pupils in the Roman Catholic mission school, as compared with 487 and 199 pupils respectively at 30 June 1957. All nine European teachers in the Administration schools and three of the four European teachers in the Roman Catholic mission school are fully qualified. With the exception of a fully qualified teacher at the consolidated primary school and a fully trained domestic science mistress at the secondary school, the twenty-one Nauruan teachers are unqualified, but have the benefit of lengthy local experience. Two Gilbertese teachers are on the staff on the Gilbert and Ellice Islanders' school. Expenditure on Nauruan education totalled £36,933 during 1957-1958, compared with £35,595 in the preceding period. In addition, £8,852 was spent on new school buildings.

119. Administration education comprises four kindergarten and lower primary schools, a consolidated primary school, a secondary school and lower primary schools for European children and for those of the Gilbert and Ellice Islanders. The Roman Catholic mission school consists of primary and secondary classes. The schools are integrated racially; European children attend the Boe Kindergarten and the Administration secondary school along with Nauruan children. Chinese children also attend the Boe Kindergarten, the Gilbert and Ellice Islanders' school, the European lower primary school, the consolidated primary school and the Administration secondary school, according to their ages and their knowledge of English.

120. At the beginning of 1959, there were thirty-eight students overseas (twenty-eight boys and ten girls), thirty-five in Australia, one in New Zealand and two at the Central Medical School at Suva, Fiji.

121. During 1957-1958, the school building programme was completed with the occupation of the final section of the new consolidated primary school for Nauruan children in the Aiwo District, and of the new school for European children in the Yaren District.

122. At its twenty-second session, the Council expressed the hope that when sufficient numbers of pupils reached the higher secondary level, the Administering Authority would establish a higher secondary course up to university matriculation standard.

123. In its annual report for 1957-1958, the Administering Authority stated that when there was an appreciable increase in the number of students at the higher secondary level, the question of whether higher secondary classes up to University matriculation standard should be established in Nauru would be given consideration.

124. The Council, noting with regret that no Nauruan was at present studying at a University, but noting, on the other hand, the assurance by the Administering Authority that financial and other assistance would be made available to enable Nauruans with the necessary qualifications who wished to continue their studies at universities or other institutions of higher learning to do so, urged the Administering Authority to continue to encourage Nauruans to take full advantage of the opportunities open to them.

125. The 1959 Visiting Mission was particularly pleased to learn that two Nauruans had just left to attend the University of New South Wales, one to study medicine and the other, science, and also that two Nauruan boys had passed in English at the matriculation level.

126. The Visiting Mission, from its own observation as well as from talks both with Nauruans and Administration officials concerned with education, was most favourably impressed with the excellent facilities and standard of education provided for the Nauruans, including those of the Catholic mission, bearing in mind their needs and the stage of development reached. The command of English displayed and the intellectual level at which its discussions were conducted with the members of the Nauru Local Government Council as well as its conversations with other Nauruan individuals of both sexes amply testified to the educational benefits received.

127. At its twenty-fourth session, the Council adopted the following conclusions and recommendation:

The Council commends the Administering Authority for the continued progress made in the educational field, in particular for its efforts which have resulted in a significant rise in the standard of attainment in English and on the completion of the current school building programme.

The Council notes with satisfaction the exceptionally low teacher-pupil ratio and the reduction in the retardation figures. It commends the Administering Authority for its efforts to increase the professional

qualifications of the Nauruan teachers and to raise their competency ratings.

The Council trusts that the progress achieved in the teaching of English will make it possible in the near future to achieve a progressive unification of the different systems of education in the Territory.

The Council is happy to learn that two Nauruans are at present studying at a university in Australia and hopes that the Administering Authority will continue to afford every assistance to enable Nauruans with the necessary qualifications who wish to continue their studies at universities or other institutions of higher education, to avail themselves of the opportunities open to them, including scholarships offered by Member States of the United Nations.

The Council hopes that every effort will be made by the Administering Authority to stimulate the interest of the Nauruan community in the field of education by increasing the activities of the Education Advisory Committee.

The Council, noting the opinion of the Administering Authority that the present level of instruction in commercial subjects, vocational and technical fields is adequate to the present needs and job openings on Nauru, nevertheless, recommends that the Administering Authority bear constantly in mind the need to enable Nauruans to qualify for higher posts in the Administration and in the British Phosphate Commissioners as well as to equip themselves adequately to earn their living should their future lie elsewhere than on Nauru.

RADIO RECEIVING SETS

128. At its twenty-second session, the Trusteeship Council requested the Administering Authority to indicate in its next annual report to what extent the inhabitants were able to receive radio broadcasts from outside the Territory and how many radio receiving sets existed.

129. In its annual report for 1957-1958, the Administering Authority stated that short-wave reception of broadcasts from Australia and other countries was good. There were 234 receiving sets on Nauru, 129 owned by Europeans, 61 by Chinese, 39 by Nauruans, and 5 by other Pacific Islanders.

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

GENERAL

130. The representative of the Union of Soviet Socialist Republics considered that, in education, the situation was less rosy than the Administering Authority painted it. Racial discrimination continued in the schools; the number of pupils had decreased; not a single Nauruan had had a college or university education, while the professional and vocational training provided was unsatisfactory. It was because the Nauruans were dissatisfied that they were seeking through their Local Government Council to improve the situation. The Trusteeship Council should call on the Administering Authority to satisfy the requests submitted to it by the Nauru Local Government Council and thus contribute to an improvement in public health and education in the Territory.

131. The United Nations Educational, Scientific and Cultural Organization noted that there was almost no absenteeism and little wastage. School transportation for primary school children was free. The medical inspection of indigenous school children took place at sufficiently frequent intervals and the system was backed up by adequate free medical and dental services. The pupil-teacher ratio was unusually low; few countries had such a low over-all ratio. With the present rate of progress in the teaching of English it should ultimately be possible to set up multiracial classes in the two final years of primary school. Perhaps the most important factor in educational advancement recorded in the period under review concerned the significant rise in the standard of attainment in English of Nauruan pupils passing from the primary to the secondary school. Another major advance, on the physical side, was the completion of the current school building programme. The Education Advisory Committee had met only on three occasions during the period under review; it would be regrettable if the activity of this body were to be allowed to diminish. Current expenditure on education had continued to increase at a rate roughly proportionate to the increase in school population. The proportion of girls in school continued to increase and had now reached a very satisfactory level. The retardation figures showed a decided improvement and the situation was acute only in the top of three forms of the secondary school. The training of Nauruan teachers continued to be satisfactory. The distribution both as regards sex and total fields of study of the thirty-five Nauruans studying overseas seemed quite satisfactory and the proportion of Administration-supported students was high. Adult education, particularly courses in cooking and dressmaking, was carried out successfully.

132. The special representative stated that the Administering Authority had always attached great importance to development in the field of education and was making every effort to equip the Nauruans with such technical and other knowledge and experience as would facilitate their participation in the administration of the Territory and assure their future economic well-being wherever they might choose to live. The facilities and standard of education available on the island were the same for all children. The schools as at present organized made it possible for each child to progress at the maximum rate permitted by his or her ability and educational background. The Visiting Mission had referred in its report to the excellent facilities and education provided for the Nauruans. The Administering Authority would, as in previous years, give careful attention to the observations and suggestions which had been submitted to the Council by UNESCO.

DISSEMINATION OF INFORMATION ON THE UNITED NATIONS

133. The representative of India recalled that the Visiting Mission had stated that the only evidence it had seen of activity in that field had been a few United Nations posters on school walls. The Administering Authority had informed the Council that courses on the United Nations and the Trusteeship Council were given in the primary schools and that material on the United Nations was included in the curriculum throughout the

secondary school course. The Indian delegation hoped that the Administering Authority would be willing to give more attention to the matter.

VI. ESTABLISHMENT OF INTERMEDIATE TARGET DATES AND FINAL TIME-LIMIT FOR THE ATTAINMENT OF SELF-GOVERNMENT OR INDEPENDENCE

Outline of conditions, and recommendations adopted by the Trusteeship Council

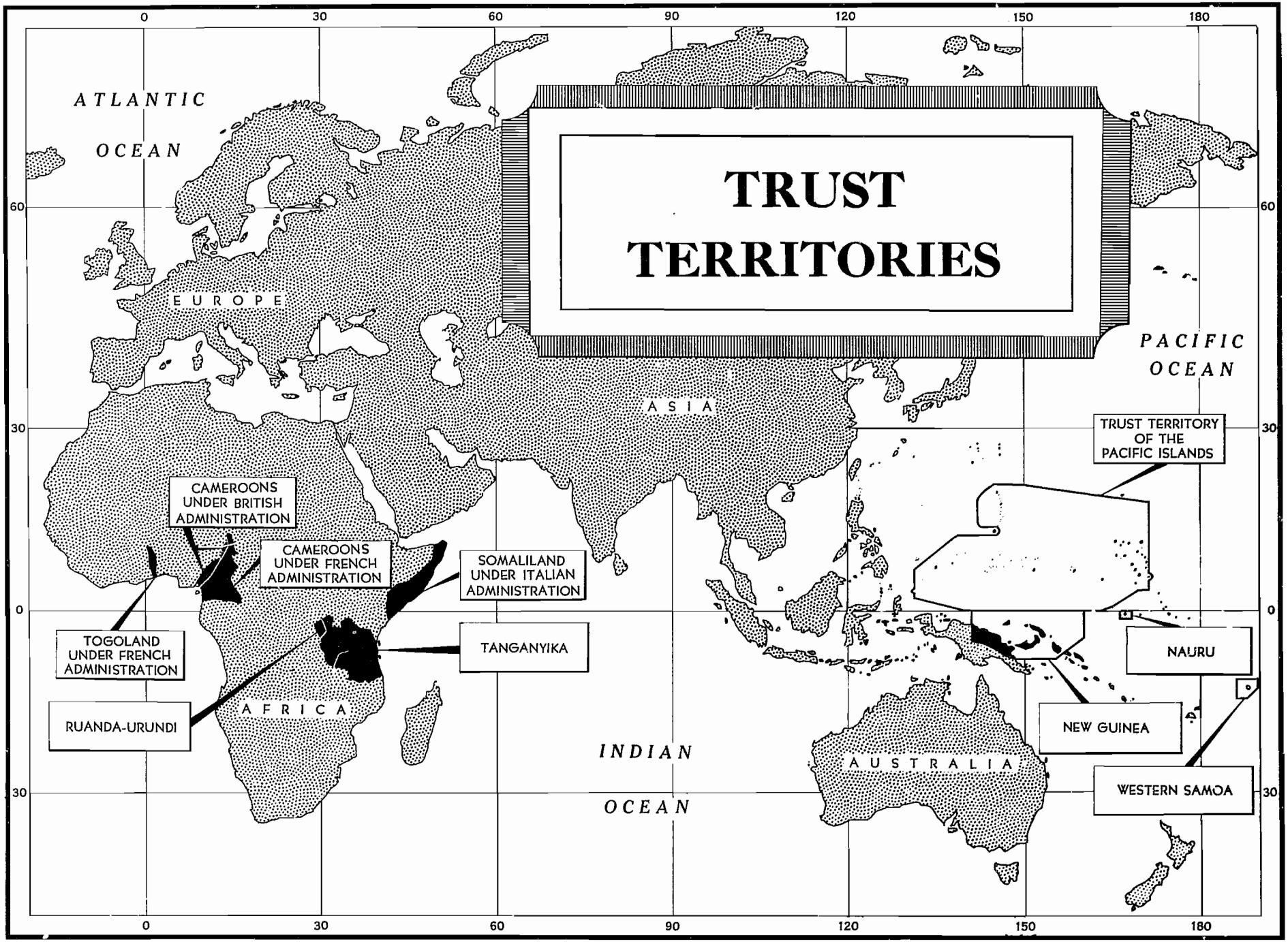
134. In its report for the period 1957-1958, the Administering Authority stated that general plans for the possible resettlement of the Nauruan Community are still under close consideration and are developing. Efforts have been continued to find a practicable solution which will be acceptable to the Nauruans. The Administering Authority will continue to adopt plans for the social, economic and political advancement of the Nauruans whenever it is satisfied that they will assist in the promotion of the objectives of the Trusteeship System and provide the Nauruans with the educational and vocational training which they may require under the changed circumstances in which they may find themselves if and when they are resettled outside the Territory.

135. At its twenty-fourth session, the Council adopted the following conclusion and recommendation:

The Council, recalling the recommendation adopted at its twenty-second 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 will 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 the freely expressed wishes of the Nauruan people in accordance with Article 76 b of the Charter.

MAPS



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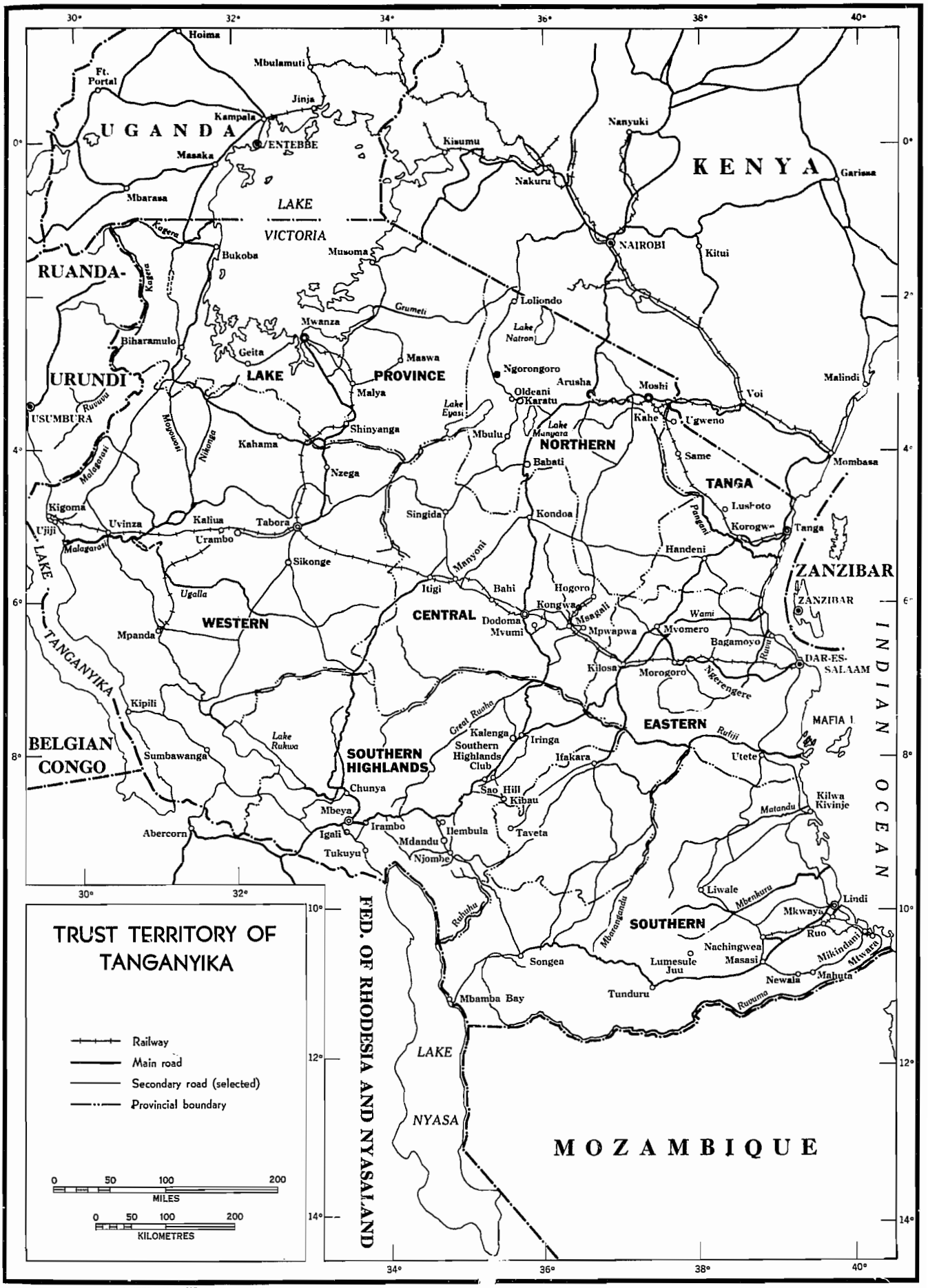

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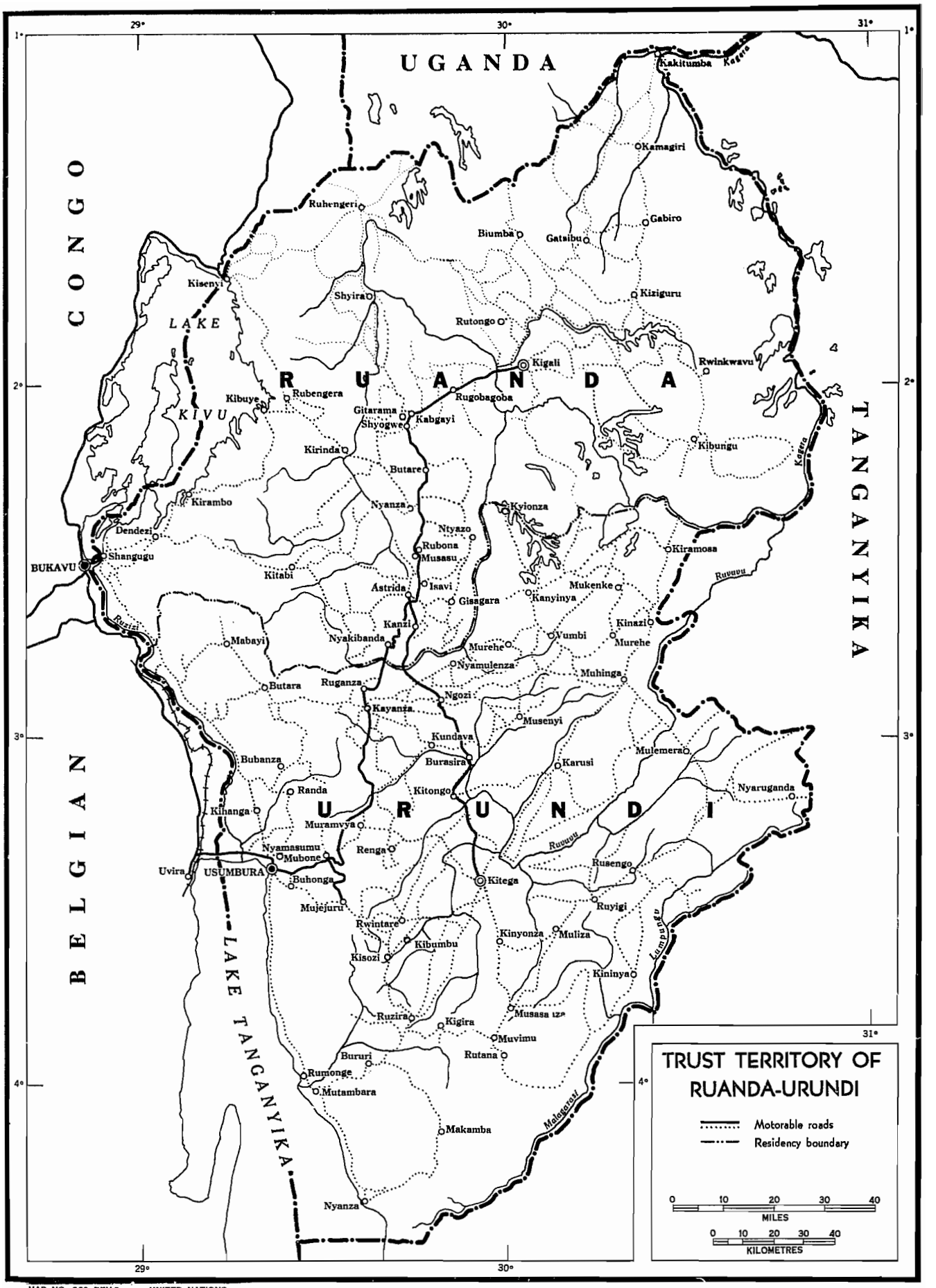

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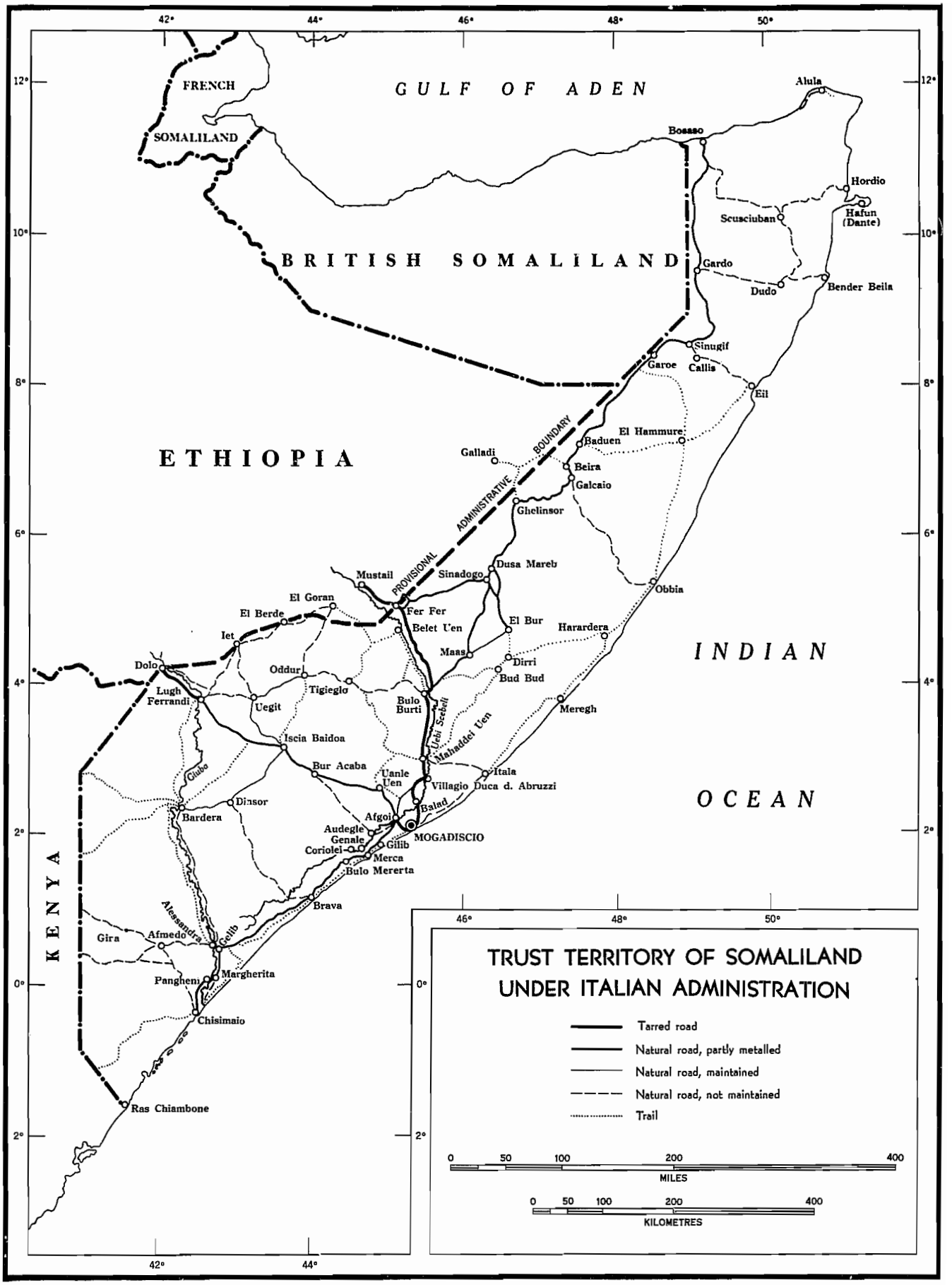

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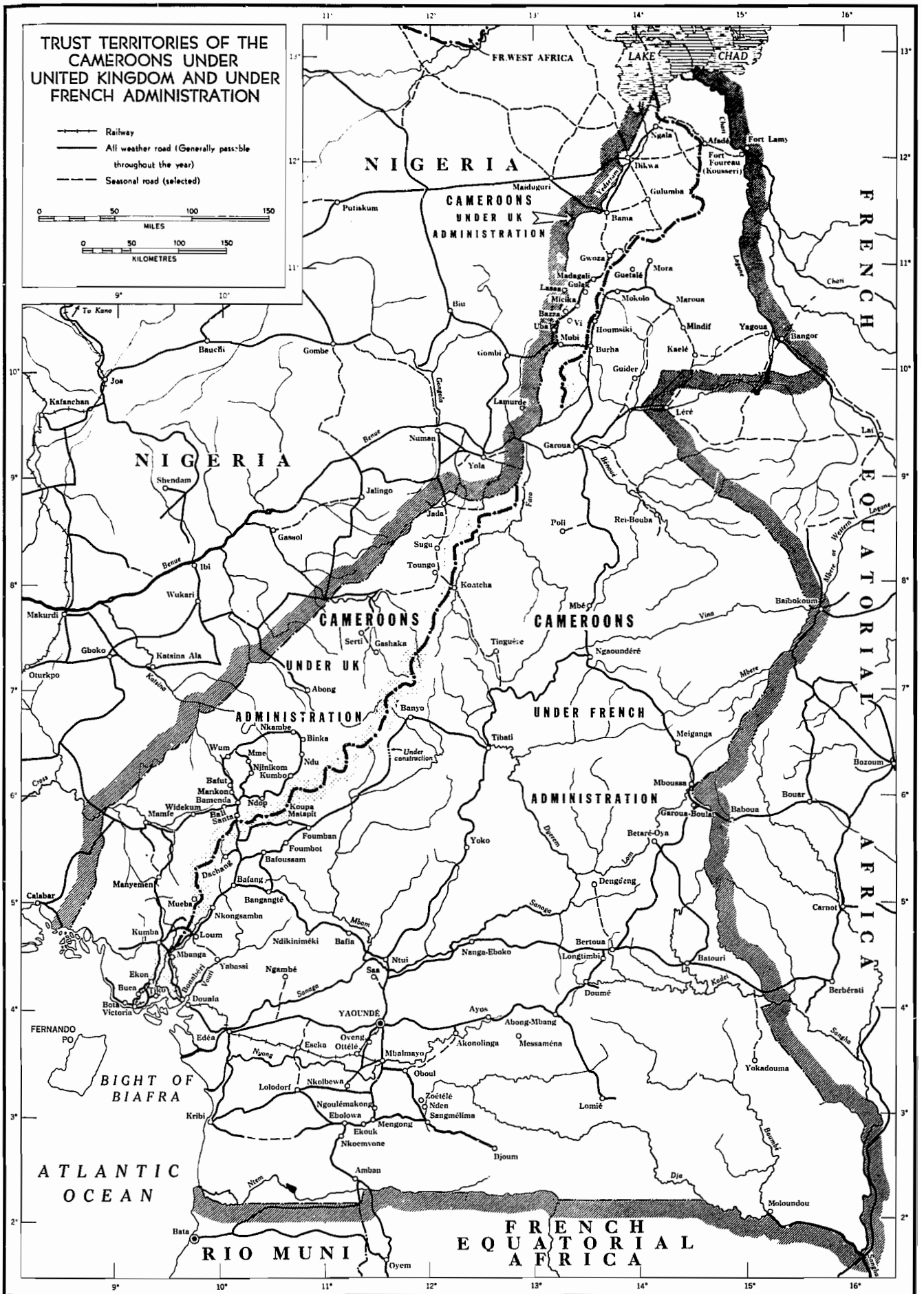

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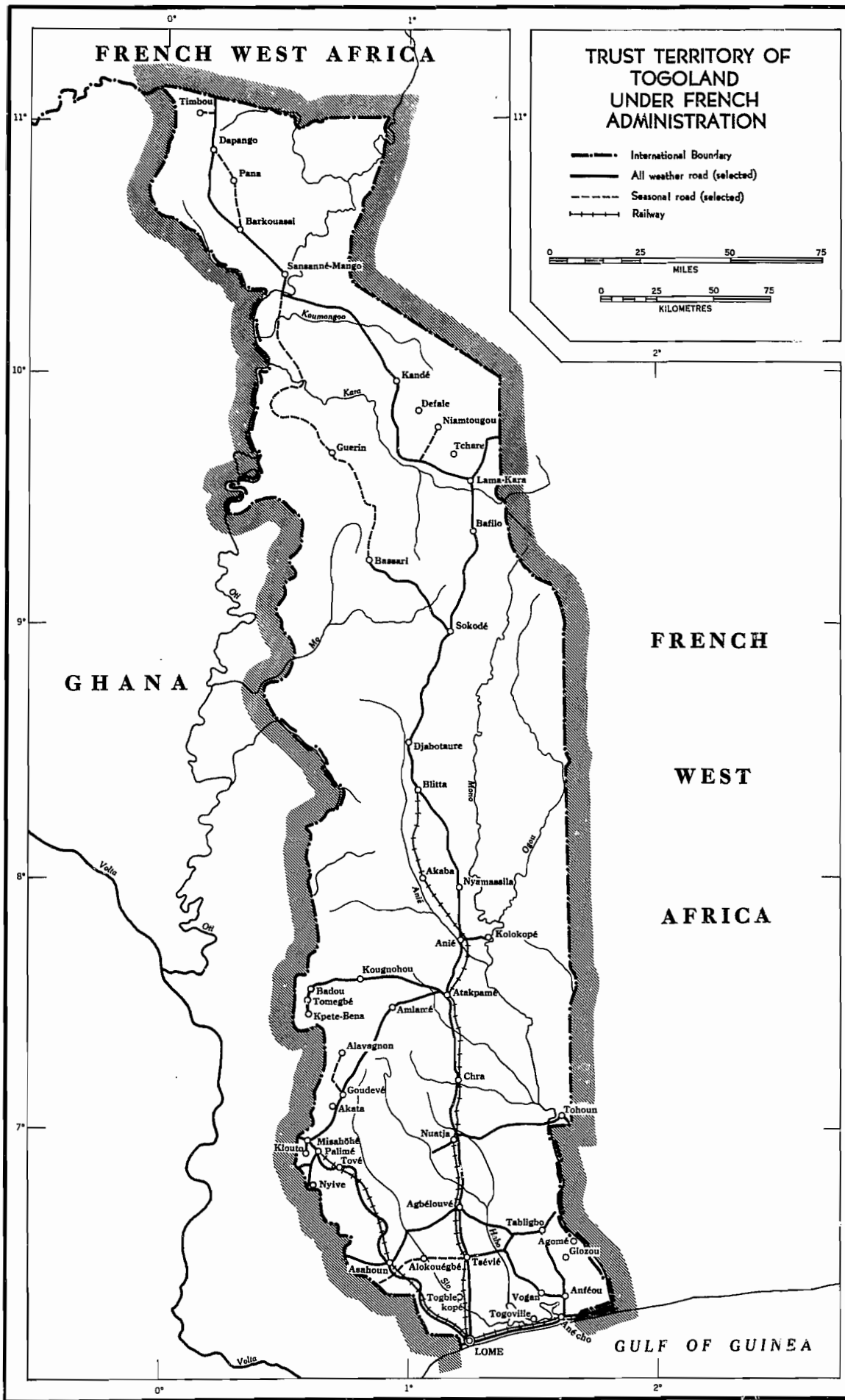

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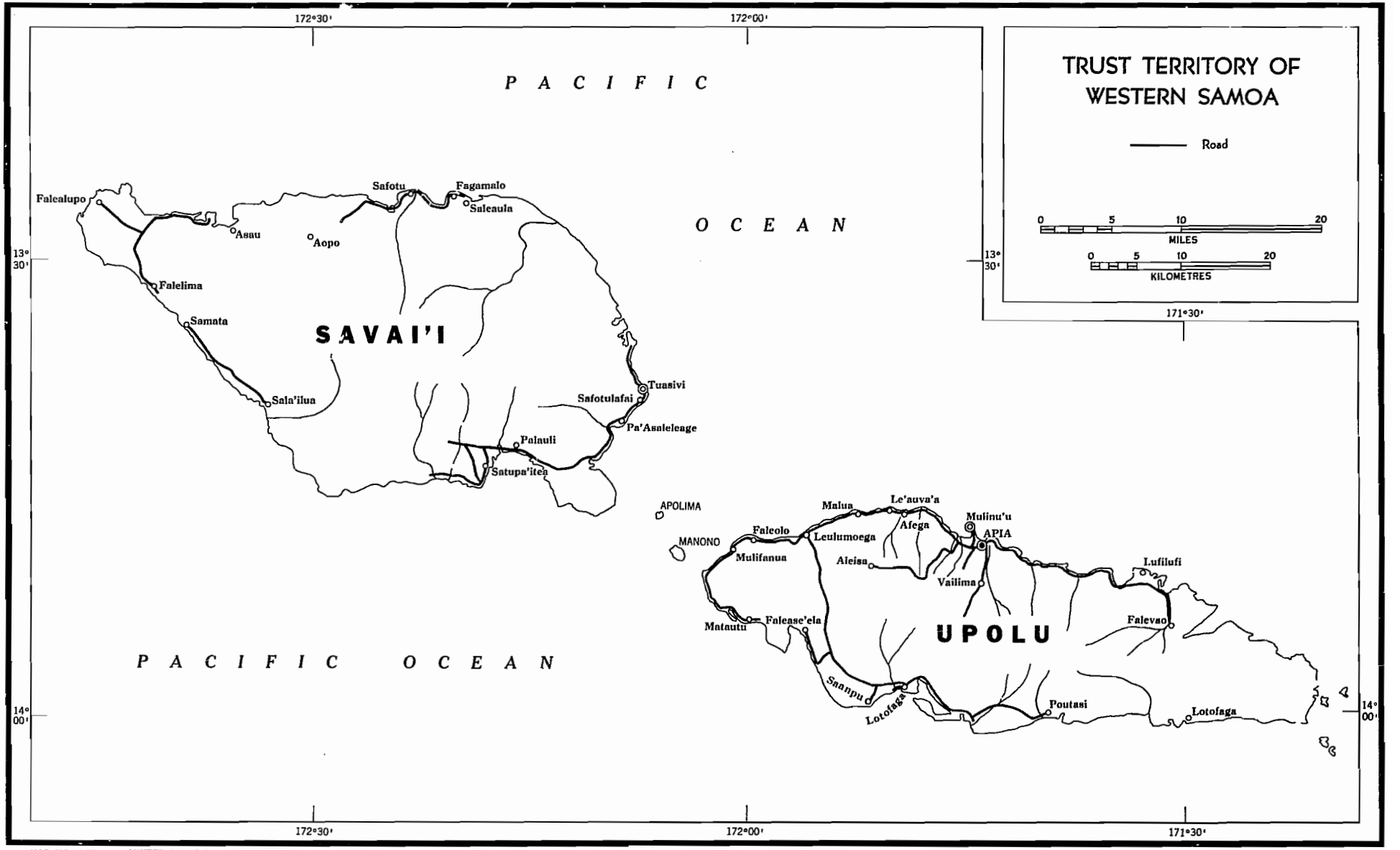

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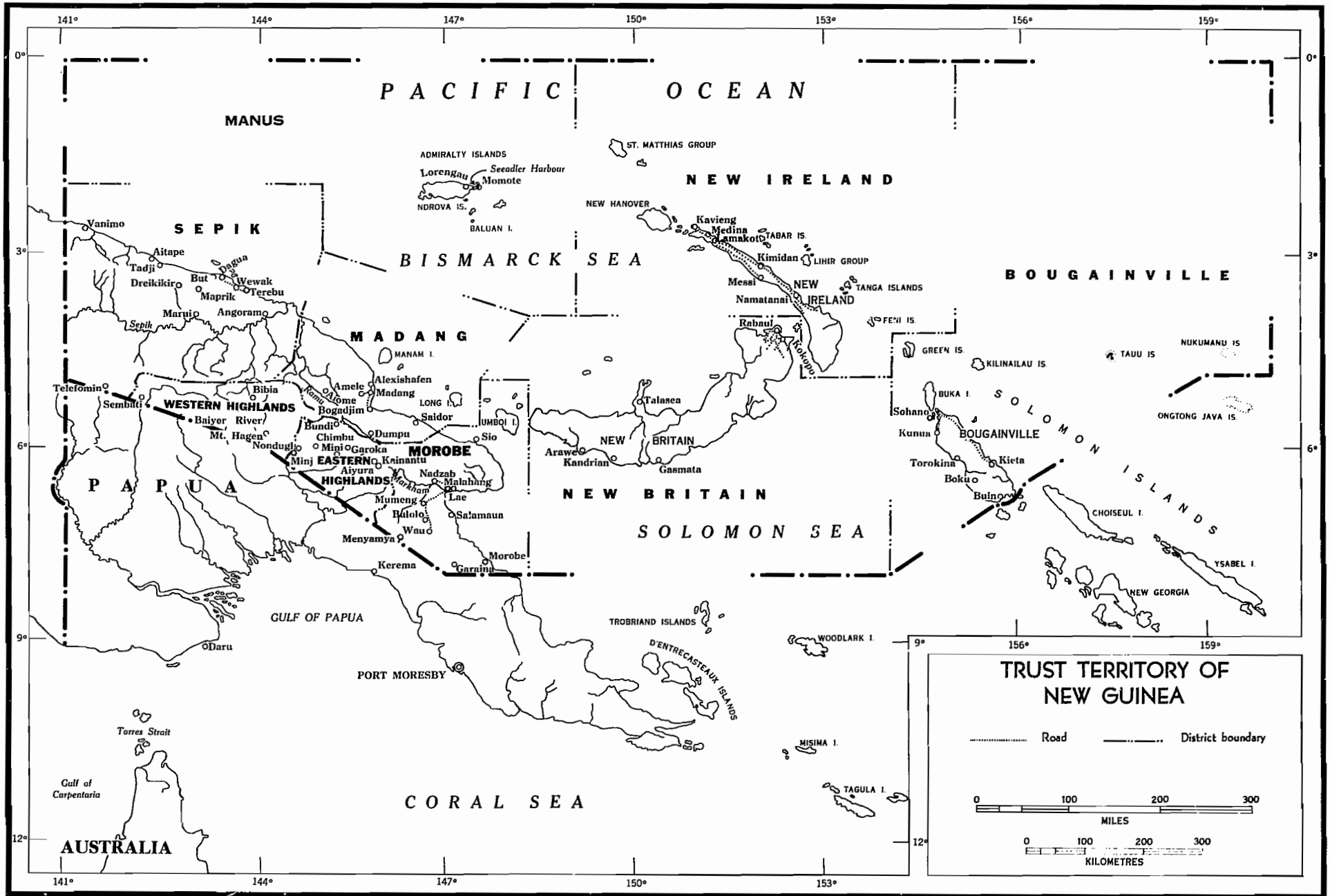

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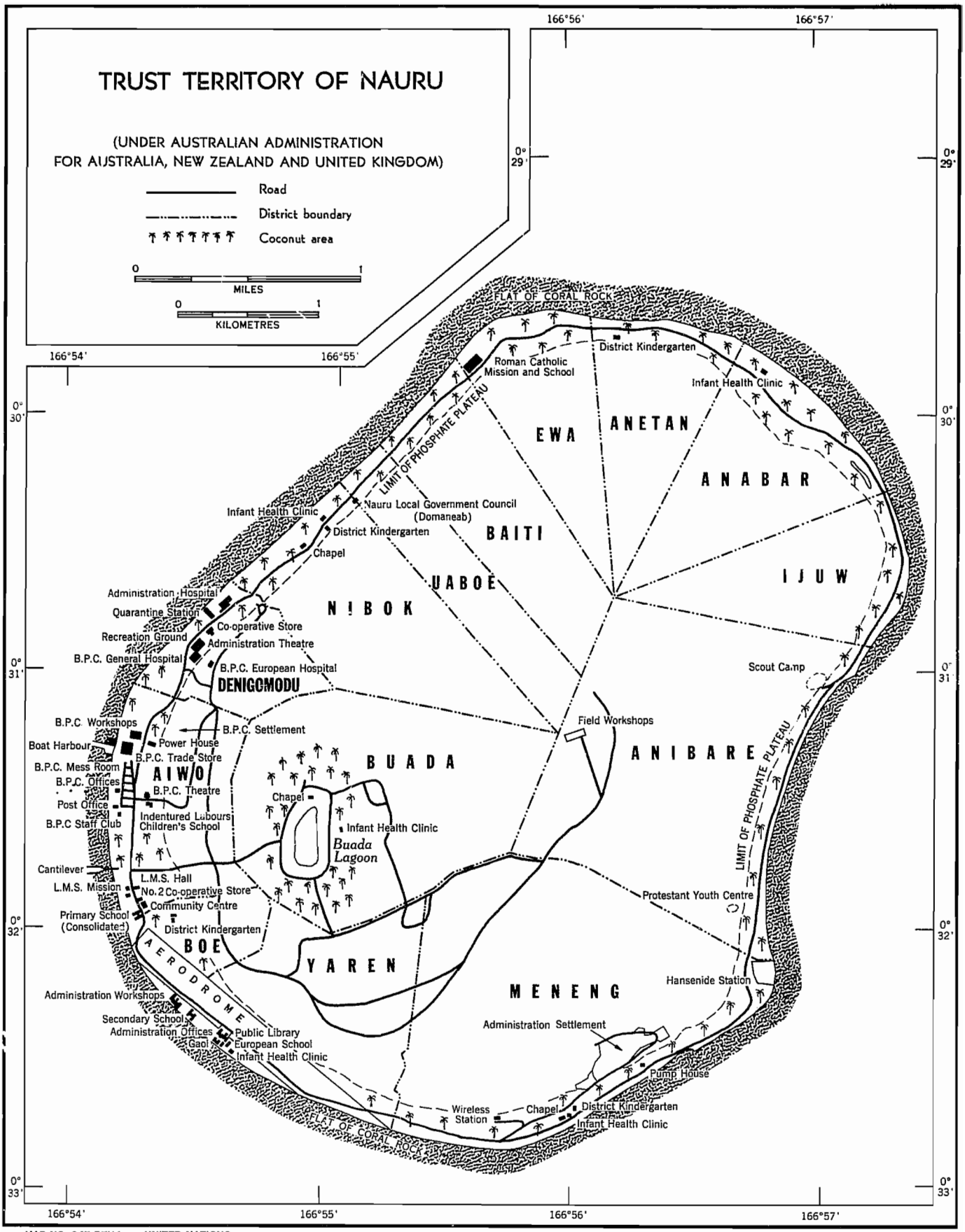

MAP NO. 845 REV.1 UNITED NATIONS
AUGUST 1959

SALES AGENTS FOR UNITED NATIONS PUBLICATIONS

ARGENTINA
Editorial Sudamericana, S.A., Alsina 500, Buenos Aires.

AUSTRALIA
Melbourne University Press, 369/71 Lonsdale Street, Melbourne C. 1.

AUSTRIA
Gerold & Co., Graben 31, Wien, 1.
B. Wüllerstorff, Markus Sittikusstrasse 10, Salzburg.

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Agence et Messageries de la Presse, S.A., 14-22, rue du Persil, Bruxelles.
W. H. Smith & Son, 71-75, boulevard Adolphe-Max, Bruxelles.

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Einar Munksgaard, Ltd., Nørregade 6, København, K.

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International Press Agency, P.O. Box 120, Addis Ababa.

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Akateeminen Kirjakauppa, 2 Keskuskatu, Helsinki.

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Editions A. Pédone, 13, rue Soufflot, Paris (Ve).

GERMANY
R. Eisenschmidt, Schwanthaler Strasse 59, Frankfurt/Main.
Elwert & Meurer, Hauptstrasse 101, Berlin-Schöneberg.
Alexander Horn, Spiegelgasse 9, Wiesbaden.
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Bureau d'études et de participations industrielles, 8, rue Michaux-Bellaire, Rabat.

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N.V. Martinus Nijhoff, Lange Voorhout 9, 's-Gravenhage.

NEW ZEALAND
United Nations Association of New Zealand, C.P.O., 1011, Wellington.

NORWAY
Johan Grundt Tanum Forlag, Kr. Augustsgt. 7A, Oslo.

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The Pakistan Co-operative Book Society, Dacca, East Pakistan.
Publishers United, Ltd., Lahore.
Thomas & Thomas, Karachi, 3.

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