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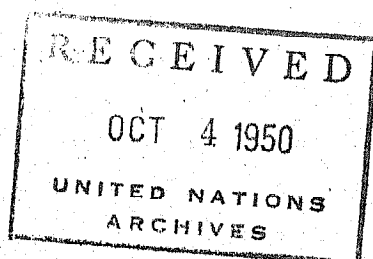
FORMER ITALIAN COLONIES
REPORTS OF THE ADMINISTERING POWERS IN LIBYA

Letter dated 6 September 1950 addressed to the Secretary-General by the Permanent Representative of the United Kingdom to the United Nations, transmitting the report on the British Administration of Cyrenaica and Tripolitania

New York, 6 September 1950

I have the honour to transmit herewith to Your Excellency a copy of the report on the British Administration of Cyrenaica and Tripolitania for the period 1949-50, which has been prepared in accordance with paragraph 10 (c) of Section A of General Assembly resolution 289 (IV) of 21 November 1949.

(Signed) Gladwyn JEBB



/REPORT TO
A/1390

REPORT TO THE UNITED NATIONS ON THE BRITISH ADMINISTRATION
OF CYRENAICA AND TRIPOLITANIA

The following report is furnished by the Government of the United Kingdom, as the Power charged with the administration of these two territories, in accordance with the resolution of 21 November 1949 adopted by the fourth General Assembly.

INTRODUCTORY

1. The political, social and economic conditions in Cyrenaica and Tripolitania bear a general similarity, but differ in certain important respects. In Cyrenaica the predominant political factor is the personality and position of His Highness the Amir and the unanimous support he receives from his people. There are, in fact, no significant minorities in Cyrenaica, nor is there an Italian community. In Tripolitania there is party rivalry, and the political scene is further complicated by the presence of large minorities of which the Italian is the most important. In Tripolitania there is a greater degree of fertility and agricultural development than exists in Cyrenaica. In Tripolitania the European minority provides the greater part of the technically skilled element of the population. In Cyrenaica there is marked shortage of skilled labour. In Cyrenaica Italian influence had scarcely established itself, while much of the economic and social structure in Tripolitania is Italian in inspiration and character.

2. Economically these territories are not undeveloped lands with a considerable potential capacity for improved agriculture or prospects of mineral discovery and industrial development, but areas that supported a considerable colonial population from Phoenicia, Greece and Rome over a period of 1,000 years (from roughly 500 B.C. to 500 A.D.), and are now exhausted and largely infertile by reason of the exploitation they then suffered and the neglect to maintain the wells, cisterns, tanks, terraced fields, trees and so on (which were the essential basis of the agricultural prosperity of that earlier period) since the time of the Arab invasion, which brought in a largely pastoral economy and permitted extensive and indiscriminate grazing. The territories, therefore, need very substantial amounts of initially unproductive expenditure on

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investigations into such items as water resources, soil fertility, and in kindred fields, as well as the provision of cheap and easily accessible power for pumping water from subterranean storage. This sort of development is in hand on a scale limited by the finance available.

3. The fulfilment of the United Nations resolution created for His Majesty's Government, as the Administering Authority, essentially different problems in the two territories in question. Cyrenaica, unlike Tripolitania, had a firm point of departure for political development, but smaller resources in skilled and trained personnel. In Tripolitania there is greater wealth, or more accurately less poverty, both in material and personnel, but a certain political instability. More rapid political development has thus been possible in Cyrenaica, but Tripolitania's prospects of economic progress are better.

4. Prior to the United Nations resolution His Majesty's Government, as the Administering Authority, were restricted by the temporary nature of their administration, their international obligations and by the amount of available resources, in the steps they could take in either territory. A number of important measures of economic, political and administrative reform were, however, put into effect. Some of these are summarized below. The passage of the United Nations resolution has naturally enabled the progress in some directions to be accelerated, though it has complicated progress in others.

5. Since the arrival of the United Nations Commissioner for Libya in January, the Administrations in both territories have maintained the closest touch with Mr. Pelt and have benefited in the execution of their task, from his co-operation.

6. In the notes which follow, political and social developments in furtherance of the resolution are, for the reasons outlined above, dealt with separately for each territory, while economic and financial developments are treated as common to both territories.

CYRENAICA

7. Before the Assembly resolution, His Majesty's Government had already initiated steps in Cyrenaica which would, by their logical consequence, prepare the country for independence at an early date. On 1 June 1949, His Majesty's Government agreed to the formation of a Cyrenaican Government with responsibility for internal affairs, and also to recognize His Highness the Amir as Head of the Government.

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8. Subsequently, on 16 September 1949, His Highness the Amir enacted with the consent of His Majesty's Government a Constitution for Cyrenaica which came into effect on 18 September 1949. This enactment provided the foundation for self-government and from that date there has been established in Cyrenaica a Cyrenaican Government with authority over internal affairs.

9. By an Order-in-Council made on 28 October 1949, the Chief Administrator became the British Resident in Cyrenaica, thus formally recognizing the transfer of responsibility to the Cyrenaican Government.

10. The Government of Cyrenaica, which is headed by the Amir, consists of a Council of Ministers served by a Cyrenaican Civil Service, and decides and develops its own policy in regard to internal affairs.

11. Pending the fulfilment of the United Nations resolution, a number of subjects are reserved to the British Resident acting on behalf of His Majesty's Government. The more important of these are foreign relations, defence, foreign trade, ex-enemy property, currency and immigration.

12. The first elections to be held in Cyrenaica since 1919 took place on 5 June 1950, when fifty members were elected to a Cyrenaican Assembly of Representatives. A further ten members were nominated by His Highness the Amir. The elections were considered an unqualified success, 80 per cent of the townsmen and 56 per cent of the tribesmen having recorded their votes. On 12 June, the Assembly of Representatives held their first meeting when a President, a Vice-President and a Secretary of the Assembly were elected.

13. Since the transfer of power to the Cyrenaican Government many posts in the Administration, formerly held by British officials, have been filled by Cyrenaicans and candidates will be trained to replace the remainder as they become available. Meanwhile, a number of British officials are being offered Cyrenaican Government contracts under which they will become servants of the Cyrenaican Government, and will be subject to Cyrenaican Civil Service Law.

Since November 1949, the administrative districts of Cyrenaica have been in the charge of Cyrenaican officials appointed by His Highness the Amir. The British officials who had previously been responsible for these districts have remained in post as advisers to their Cyrenaican successors. This transfer of responsibility was everywhere effected smoothly.*

* By 1 August 1950 only 22.2 per cent of the posts in the Cyrenaican Government's establishment remained occupied by non-Libyans viz. 12.2 per cent (183 posts) by United Kingdom based personnel and 10 per cent (150 posts) by other non-Libyans.

14. In accordance with the wish of His Highness the Amir, the Minister of Education took the first steps in November 1949, to plan the further development of education in Cyrenaica.

In December 1949, a highly qualified and experienced British Education Adviser was appointed to strengthen the Ministry of Education and to assist in formulating the programme.

15. During the period of British Administration in Cyrenaica, considerable progress was made in the development of educational facilities for the Cyrenaican people. In 1939, there were 31 elementary schools attended by 2,245 Arabs, but almost the whole of the Italian system disappeared during the war and it has had to be rebuilt from the beginning. By the end of 1949, 10 primary and 44 elementary schools, as well as one secondary school, one teacher training centre, one trade school, 26 instructional centres in the Zawias, and 41 Koranic schools, had been established. In all, some 8,000 pupils attended these establishments. In addition, there is an advanced study centre where students can matriculate. Further expansion is planned by the Cyrenaican Government with the beginning of the new school year in the autumn, including a secondary school for girls.

Conditions in Cyrenaica are such that a number of boarding schools are highly desirable and necessary. At present, there are four.

There has been a limited desire for female education which has been met by the provision of schools and encouraged in other ways.

16. His Majesty's Government, realizing the need for a cadre of Cyrenaican experts in all fields of public administration, have made arrangements for the advanced training of selected Cyrenaican students to be carried out in the United Kingdom, France, Egypt and the Sudan, and at present about 50 students are attending courses in these countries.

Cyrenaicans have received or are receiving in the United Kingdom specialized training in education, law, medicine, economics, customs and excise administration and police work. Arrangements are also being made for the attendance of Cyrenaican students at a two-year municipal engineering course in the United Kingdom.

Provision has been made for the extension of this system of specialized training so as to ensure that a sufficient cadre of Cyrenaicans will be

available both to assist with the administration of their country and to assist with the training of their fellow-countrymen.

A summer school for the training of Cyrenaican students during the school holidays has been organized and will prove a valuable addition to the more formal teacher training facilities in the territory.

17. Until more Cyrenaican technicians have been trained it will not be possible substantially to reduce the foreign element in the technical departments in the Cyrenaican Government. During the period of British administration a number of Cyrenaicans have received technical training in the transport and public works departments, and the gradually increasing supply of persons possessing an adequate basic education has now made it possible to give further emphasis to technical training generally, and apprenticeship and training with industry schemes are now being drawn up on a wider scale than has been possible heretofore.

A trade school was opened in Benghazi in 1949 with an attendance of some 50 boys. The pupils at this school continue with a specially arranged curriculum of primary education which allows for additional time in mechanics, weaving, carpentry and leather work. It is expected that the number of pupils will rapidly increase and that the teaching of further trades will soon be introduced into the school.

18. Cyrenaicans have applied for United Nations scholarships and fellowships and their applications have been referred to the appropriate United Nations authorities.

19. Adult education, consisting of lessons in English and mathematics for personnel of the Cyrenaican Government and evening classes for working men, is being extended in scope, following a recent visit to Cyrenaica by a British educationalist whose recommendations were wholeheartedly accepted by the Cyrenaican Government. These recommendations included proposals for the development of teacher training, evening institutes, the provision of educational films, pamphlets and textbooks.

20. More than 50 teachers have been brought from Egypt, and it will continue to be necessary to employ teachers from other Arab countries until such time as Cyrenaica can produce a sufficient number of well trained teachers of her own. There is a teachers' training centre for male students.

21. A comprehensive review of the health services in Cyrenaica was undertaken in March 1950, in consequence of which consideration is now being given to the further training of Cyrenaians to fill posts as nurses, midwives, health visitors and sanitary inspectors; to the appointment of further medical specialists and to increasing the number of hospital beds.
22. A visit by Mr. Davidson of the United Nations International Children's Emergency Fund has been arranged for September with a view to his investigating ways in which assistance can be given by the Fund to Cyrenaica and Tripolitania.
23. An inspection of the Cyrenaican police and prisons services was carried out during 1949, and a number of recommendations were made which have resulted in the complete re-organization of these services so as to conform with the best modern practice.

TRIPOLITANIA

24. After the United Nations resolution a programme was prepared designed to lead the Tripolitanians to a stage where they would be in a position to assume responsibility for their own government by 1 January 1952.
25. After consultation with the United Nations Commissioner, this programme was divided into three stages:-
- I. Creation of an Administrative Council.
 - II. Inauguration of a Representative Assembly.
 - III. Gradual transfer of powers and responsibilities to the Administrative Council and Representative Assembly.
26. The functions of the Administrative Council, which was inaugurated on 15 May 1950, are in the first instance advisory, though it is consulted on all important matters of internal administrative policy. The Council thus serves a dual purpose of providing the Tripolitanians with an advisory body of standing through which they can make known to the Chief Administrator their views on matters affecting the well-being of the territory, and at the same time gives those who will ultimately be called upon to assume political responsibility an opportunity to acquire experience in the functions of government.
- The Council was established after consultation with the political leaders of Tripolitania and with the agreement of the United Nations Commissioner.
- /It consists

It consists at present of three ex officio members who are British and ten nominated members, eight of whom are Libyans, one an Italian and one a Jew. The Libyan members were selected in such a way as to represent so far as possible the various political, geographical and ethnic groups of the territory. They include, accordingly, outstanding personalities from each of the three main political groups of the four provinces of Tripolitania, while two out of the eight have been drawn from the important Berber group.

At the majority of meetings held so far the Chief Administrator has presided, but a Libyan Vice-President has been elected and has taken the Chair on several occasions in the Chief Administrator's absence. This body, although comprising men of widely differing cultural and political outlook, has worked since its establishment in complete harmony, and the sense of responsibility shown by its members has fully borne out the confidence placed in it as a means of political education.

In accordance with its terms of reference, the Council has been consulted on all measures of proposed new legislation, and on all important matters of internal administrative policy. Among the legislative proposals which have so far been referred to it are an immigration law, a new press law and an amendment to the existing law on the control of rents. Other matters which it has discussed have included such varied questions as the establishment of foreign banks, the future of the olive oil and sponge-fishing industries and the resettlement of Palestine refugees. On all these topics the members of the Council have shown wisdom and good sense, and in no case has it been necessary for the Chief Administrator to act in opposition to their advice.

A copy of the general notice establishing the Council is included as Appendix A* to this report.

27. It is hoped as soon as practicable, to hold elections for a Representative Assembly and in addition to the legislative proposals mentioned in the preceding paragraph a draft electoral law has been prepared and referred to the Administrative Council for preliminary consideration. The Administering Power's efforts to hold elections have hitherto been delayed by the opposition of the inhabitants to the participation of the non-Libyan minorities in the election and to their representation in the Assembly. When the Representative Assembly comes

* To be distributed later.

into being, it is proposed that the functions of the Administrative Council, as then constituted, should approximate to those of a Council of Ministers inasmuch as individual members of the Council would become associated with and possibly responsible for groups of departments.

28. A complete examination of the judicial system of the territory in the light of the future requirements of Libya is in progress. Before the passing of the United Nations resolution fourteen native courts had already been set up and the working of these has been most satisfactory.

29. In the administrative, as distinct from the constitutional, field, His Majesty's Government have proceeded from the premise that the most urgent duty of the Administration, in the light of the United Nations resolution, is to expand the educational services and to hasten the training of Libyan civil servants who will have to take an increasing part in the government of their country.

30. For a proper appreciation of the progress which has been made the Libyanization of the civil service it must be borne in mind that under the Italian régime the proportion of Libyans employed was extremely low and the number occupying senior and responsible positions was negligible. It has been the consistent policy of His Majesty's Government to increase the proportion of Libyans serving in the Administration and since the passing of the United Nations' resolution this policy has been still more actively pursued. At the end of 1946, only 584 Libyans were employed, but by 31 March 1950 the number of Libyans (other than daily paid workers) employed in Government service has been increased (by nearly 300 in the last year) to 6062, of whom roughly 1400 were in the higher grades; and the proportion of Libyans in the service has risen to approximately 65 per cent. Owing to lack of training and experience it is inevitable that the majority of these must serve at this stage in comparatively junior positions, but the importance of training Libyans for senior posts also has been constantly borne in mind. In order that the persons selected for such senior posts might gain their experience in the most favourable circumstances it was decided to employ them in supernumerary positions in the Administration and a suitable sum of money was allocated to provide for their pay and allowances. Twenty of these senior supernumerary appointments have been made in the last six months, and it is hoped that in the near future these officials will be able to assume the full

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responsibilities of the posts which they are at present understudying. It is proposed to extend this method of training by the appointment of a considerably larger number of supernumeraries in the intermediate ranks and suitable candidates are now being selected for this purpose.

In addition it is intended with the assistance of the United Nations Educational, Scientific and Cultural Organization to establish in Tripoli a technical and clerical training school for some two hundred and fifty young Libyans, approximately half of whom will receive training in accountancy, typing and general clerical duties, while the other half will be given practical tuition in artisan trades.

A police officer cadet training centre has already been approved and is now fully equipped and provided with qualified training staff, most of whom have been recruited in countries of the Near East. The first course for twenty-five selected cadets is due to begin in September 1950, and at the end of thirty-six weeks it is hoped that a high proportion of these will be capable of undertaking the responsibilities of assistant superintendents of police.

31. A further valuable method of training is being provided by a programme of short courses abroad, whereby Libyan officials drawn from the various departments are being sent to England to study modern methods of education, local government, customs administration and the like.

About thirty such courses are envisaged in the present year.

32. One great difficulty in the way of specialist training is that the general educational level of the Libyans to be trained is, in many cases, too poor to enable them to benefit from advanced studies, for which some previous academic qualifications are required. This is particularly true in the more specialized departments such as agriculture, health and public works. Training for responsible positions in these departments is inevitably a long-term undertaking and before much progress can be made the general educational facilities within the territory will have to be extended.

33. His Majesty's Government have long been aware of this and have already achieved much. They found education - apart from the education of Italians - very backward; but, by 1949, the number of Libyan teachers engaged in primary schools had risen from 60 to 700. There were 60 primary schools and 2 secondary schools. A number of technical courses had been held, and courses in Arabic

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literacy and in the English language had been well attended.

Nevertheless, it will be realized that such developments necessarily form part of a long-term plan. His Majesty's Government have never anticipated that they would reach fruition within the short space of two years.

34. When the United Nations resolution was passed, it became clear to His Majesty's Government that the hitherto steady expansion of the educational services had to be considerably accelerated. Accordingly, as a first step, a well-qualified and experienced Director of Education was appointed to the staff of the Chief Administrator and charged with the preparation of a comprehensive plan covering all fields of educational activity. This official took up his duties in January 1950, and the plan produced under his direction was approved in April at an additional cost to His Majesty's Government of £50,000 for the financial year 1950/51.

The plan includes considerable expansion of secondary education - seven new classes are to be accepted in October 1950, compared with three in 1949 - and tuition and boarding are to be free for the majority of pupils. Two teachers' training colleges - one for men and the other for women - are also to be founded in October, in addition to the technical and clerical training centre to which reference has already been made. Although no new primary schools are to be opened in 1950, the numbers of primary teachers and pupils will nevertheless undergo a large increase, since the majority of schools have been founded for a period less than that of the full primary curriculum, and therefore increase their numbers by one or more classes per school every year. Substantial increases in the facilities for non-academic education are also planned. Provision is being made for the education abroad of a number of selected Libyans, and the possibility of obtaining a limited number of United Nations fellowships or scholarships is being actively explored.

It will be appreciated that arrangements of this nature are difficult to complete within the space of a few months. Every effort, however, is being made. The necessary trained staff, which must of necessity be found from abroad, is being recruited; buildings are being renovated and converted; textbooks and equipment have been ordered, and furniture is being made. It is intended that the scheme as a whole shall be implemented by the beginning of the school year in October 1950.

35. These educational projects have already involved His Majesty's Government in considerable expense. During the financial year 1951/52, however, the financial burden will be much greater; for not only will the staff appointed in October 1950 require payment for a full instead of a half year, but further large increases in staff, equipment and buildings will be required in October 1951 to cope with the necessary new intake of students if the expansion is to continue. UNESCO assistance in the staffing of the technical training centre has already been sought.

36. Notwithstanding the financial difficulties involved in implementing the programme for Libyan education, it is recognized that even this programme will not be adequate to provide trained Libyans in the numbers required, in that most of it will not directly affect the efficiency of administration for a number of years, and that it caters for the needs of a limited number only of those who will be required to take an active part in the administration of Tripolitania after 1951. Every effort is therefore being made to afford Libyans the opportunity - by association with British staff - to acquire practical experience of administration. This applies not only at the high level of the Administrative Council and the senior posts of the civil service, but also to local administration. Under the guidance of the Provincial Commissioners steps are being taken to increase the powers and responsibilities of the municipal councils of which there are eighteen, in all the principal towns. They were elected, on a new and more democratic basis, at the end of 1948 and in January 1949 from all communities, and each council elected its own mayor. Their powers extend to the levy of local taxes, the enactment of by-laws, and the control of sanitation, water supply, lighting, town planning, relief, etc. Recently a study visit to the United Kingdom has been made by the Mayor of Tripoli and a senior member of his Municipal Council to a local authority responsible for comparable activities in England. During the course of their tour these officials have had an opportunity of acquiring an insight into most aspects of modern local government, but have paid particular attention to the financial administration of the authority to which they were attached.

ECONOMIC AND FINANCIAL POLICY IN CYRENAICA AND TRIPOLITANIA

37. The economic and financial policy in both Tripolitania and Cyrenaica is directed towards the establishment of Libyan independence, as laid down in the resolution of the United Nations General Assembly. It aims at setting the territories on the road to economic viability, for that is an essential element of full independence. Nevertheless, neither Tripolitania nor Cyrenaica can hope to achieve such viability for a number of years without outside assistance.

38. The estimated budgetary deficits for the current financial year are:

Cyrenaica	IM 1.271
Tripolitania	IM 0.325

The estimated adverse visible balances of trade for the current financial year are:

Cyrenaica	E 900,000
Tripolitania	E1,300,000

Drought and crops failure are a recurrent possibility in the two territories and, in assessing their economic prospects, this factor must always be taken into consideration.

39. In order to place the economy of the country on a sounder basis it is planned, inter alia, to introduce as soon as possible a new and internationally recognized common currency for the territories; to bring about a customs union between them; to improve such basic facilities as water, electric power and communications; to encourage secondary industries for the processing of indigenous raw material; to improve credit facilities by the establishment of additional banks; to improve and develop agriculture and animal husbandry by the introduction of better strains and the extension of potential grazing areas; to explore new fields for the marketing of early fruit and vegetables for the production of which Tripolitania is climatically well placed.

40. In most of the above matters, action based on expert surveys has already been initiated. A good deal of preliminary consideration has been given to the lines on which a common currency could be introduced. The subject will, it is hoped, be discussed shortly with technical experts on the United Nations Commissioner's staff. Legislation has been drafted which should make possible the opening or reopening of branches of foreign banks. Meanwhile, an Industrial Loans Board has been set up with a revolving fund to make financial assistance

/on a limited

on a limited scale available for the extension and development of agriculture and secondary industries.

41. In the agricultural field steady progress has been made since the beginning of the British administration. The Agricultural Research Station at Sidi Mesri, and six experimental farms (three in each territory), have been rehabilitated, and such Italian projects as the Barce Plain wheat scheme and the afforestation of suitable areas have been continued. Over 2,000 wells have been surveyed in all, and many hundreds have been renovated and improved, enabling flocks to graze in recently unwatered areas. Further, a quantity of high-class breeding stock has been imported including nine Zebu cattle which have been flown by aeroplane from the Sudan. In general, the territories are being encouraged to effect a close liaison by exchange of experience and the common use of research and experimental establishment.

42. The question of Italian state and parastatal property and undertakings in Tripolitania and Cyrenaica continues to be examined. It has not, however, been possible to complete the examination of the question of parastatal property and concerns, which present very great complications, and the examination so far made has disclosed the need for further data which are not available in the territories. As a result of the examination which has already been made, however, it would appear desirable that the Administering Power should apply to all questions of former Italian property in Tripolitania and Cyrenaica the general rules of international law and procedure applicable in such circumstances, having regard to the interests of all parties concerned.

43. Progress towards economic viability will necessarily be gradual, since the territories are deficient in many natural resources and the inhabitants are in the main conservative in their methods. In the face of great difficulties, however, much has been accomplished and the ground has been prepared for further advances in the future.

44. Having reached the conclusion that a long-term development plan for Libya (covering the next 20 or 30 years) is required, His Majesty's Government asked the specialized agencies of the United Nations, in June 1950, to provide a team of experts to survey the problem. The request is under consideration, and in this connexion the specialized agencies have the benefit also of the advice of Dr. Carter Goodrich, technical adviser to the United Nations Commissioner for

Libya, who has conducted an independent survey at Mr. Pelt's request.

CO-ORDINATION OF ACTION WITH THE FRENCH AUTHORITIES

45. In view of the terms of the General Assembly resolution, it should be added, in conclusion, that His Majesty's Government and the Administrations in Tripolitania and Cyrenaica have maintained the closest liaison with the French authorities responsible for the Fozzan and that they expect to continue such co-ordination in the future.