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President: Sir Alan BURNS (United Kingdom of Great Britain and Northern Ireland).

Present:

The representatives of the following States members of the Trusteeship Council: Argentina, Australia, Belgium, China, Dominican Republic, France, Iraq, New Zealand, Thailand, Union of Soviet Socialist Republics, United Kingdom of Great Britain and Northern Ireland, United States of America.

The representative of the following State non-member of the Trusteeship Council: Italy.

The representative of the following specialized agency: United Nations Educational, Scientific and Cultural Organization.

Examination of the annual report of the Administering Authority on the Trust Territory of Somaliland under Italian administration for the period from April 1950 to December 1950 (T/902)

[Agenda item 4 (a)].

At the invitation of the President, Mr. de Holte Castello (Colombia), Mr. Pharaony (Egypt) and Mr. Carpio (Philippines), representatives of States members of the United Nations Advisory Council for the Trust Territory of Somaliland under Italian administration, and Mr. Fornari, special representative of the Administering Authority for the Trust Territory of Somaliland under Italian administration, took their places at the Council table.

1. Mr. GUIDOTTI (Italy) said that during the period covered by the first report submitted by the Italian Administration for Somaliland,¹ the Administration had had to face immediate problems of public order and at the same time deal with social reforms, political education and economic reconstruction without which a new State could not come into being.

2. He hoped that those special circumstances would be taken into account and assured the Council of his

country's complete and loyal co-operation; the visit to Somaliland of the United Nations Visiting Mission to Trust Territories in East Africa would make it possible to ensure even closer collaboration between the Administration and the Trusteeship Council.

3. Mr. FORNARI (Special representative for Somaliland) said that the Italian Administration, in order to avoid postponement of the first examination of its work until the Trusteeship Council's next session, had submitted a special report covering the period of its provisional administration from April 1950 to December 1950; he recalled that the Administration had not been confirmed in office until 2 December 1950, when the General Assembly had adopted resolution 442 (V) approving the Trusteeship Agreement.

4. The position of Somaliland differed considerably from that of other Trust Territories, as it was to become an independent sovereign State within ten years and as there was an Advisory Council which existed side by side with the Italian Administration. During the preliminary period direct, constant, loyal and most useful co-operation had been established between the Administration and the Advisory Council.

5. Italy's task would not be easy, but his country was determined to carry it to a successful conclusion. Italy was faced with grave difficulties on account of the low cultural level of the Somalis, their lack of political maturity, their backward social structure and the extremely difficult economic conditions prevailing in the Territory. All those problems had to be dealt with simultaneously, energetically and at the right moment. There was, however, one field—education—where strong decisive measures could be taken, as even the most advanced elements of the indigenous population had only the rudiments of culture.

6. During the period surveyed, the number of teachers had more than doubled, the number of classes had increased from 100 to 267 and the number of pupils had risen from 2,826 to over 7,000. The Administering Authority had opened a school of arts and crafts, a secondary school and a school to train Somali officials in political and administrative matters; it had

¹ See *Rapport du Gouvernement italien à l'Assemblée générale des Nations Unies sur l'administration de la Somalie placée sous la tutelle de l'Italie, Avril 1950-Décembre 1950, Ministère des affaires étrangères.*

also started advanced courses for teachers, salaried employees and nurses. In addition to a school for Somali non-commissioned officers, technical improvement courses and a school for specialized training of aviation mechanics, a high school for the sons of Somali servicemen had also been opened. It was intended greatly to increase the number of classes and teachers in the future and a complete plan was at present under consideration in Mogadiscio. A choice had to be made between educating the masses or educating a chosen few; the Administering Authority favoured the former so that education should not become the prerogative of a minority.

7. In order to counteract the general lack of political maturity, the Administering Authority's first concern had been to set up special institutions in which the Somalis could gradually learn the principles of democracy and the essentials of public service. As a result of the holding of two referendums—one on the selection of a language to be used, together with Italian, for teaching purposes, and the other on the composition of the Territorial Council—and by the establishment of residency councils, municipalities, municipal councils and the Territorial Council, the Somalis had been taking part in the work of the Administering Authority. They also took part in the work of the School Council and the Health Council. In all, some 900 Somalis participated in an advisory capacity in the work of the executive and legislative authorities of the Territory. Furthermore, over 3,500 Somalis were employed in the administrative services.

8. The social structure of the Territory was based on the tribal system. The population was composed mainly of nomad shepherds in search of pastures and water. Where that class came into close contact with more advanced elements of the population having a higher standard of living, new currents were formed which tended to change social and economic conditions. That, in turn, led to the appearance of political parties, set up by progressive and nationalist elements, who desired to put into practice, in one generation, what they had learned. The evolution of such currents and parties had to be closely watched. It would be a dangerous error to try to destroy the tribal system suddenly without replacing it by some other organization. The only possible result would be disorder, civil war and chaos. Yet the tribal system was one of the most backward phases of civilization. Every effort should therefore be made to hasten the progressive evolution towards new forms of organization by encouraging a social and economic policy which would make the village and not the tribe the natural centre of social life; where possible, a territorial organization which could gradually replace the tribal organization should be set up beside it. The Territorial Council, the residency councils and the municipal councils would be the first components of that new organization.

9. Mr. Fornari then turned to economic and financial matters. The Territory's resources were extremely limited and more than half of the civil expenditure was carried by the budget of Italy. The figures included in the report were fairly eloquent. The cost of the Security Corps of the Territory was met by Italy and

included the expenses of certain civil departments. Whatever the sacrifices Italy was prepared to make, it should be remembered that the future Somali State would have to depend exclusively on its own resources, as otherwise it would not be truly independent. The new State must therefore have a balanced economy. To attain that end, its resources must be increased through the development of its economy.

10. Such development would require large capital investment. The Italian State had assumed a considerable part of the required expenditure, and together with important Italian banking concerns was studying a number of private financial schemes designed to develop certain branches of production of particular value to the Territory. But that was not enough. The Administering Authority was therefore counting on the support of the United Nations and its specialized agencies. So far, however, there had been a tendency to arrange for technical assistance rather than for the investment of international capital; the Administering Authority hoped that that situation would be remedied. Moreover, if there were some guarantee that the new Somali State would respect acquired rights, there would be increased incentive for the investment of private Italian and foreign capital. Thus, some sort of international guarantee for private capital, extending beyond the period of Italian trusteeship, would stimulate both the investment of private capital and the Territory's economic development, and would make it possible to apply an international technical and economic assistance plan in the new Somali State, even beyond the ten-year period of trusteeship.

11. The Administering Authority hoped that the Trusteeship Council would study in a spirit of goodwill the problems to which its attention had just been drawn; its sole aim was to ensure for the people of Somaliland a better future based on democratic principles.

12. Mr. DE HOLTE CASTELLO (Colombia) pointed out that document A/AC.33/W.34 contained an account of the Advisory Council's work from the date of its establishment up to 31 March 1951. He wished to define his Government's view of the Advisory Council's role from the political and legal standpoint.

13. Speaking of contacts with the population, he said that the Trusteeship Agreement made no definite mention of the relations between the Advisory Council and the population; yet the Council could not conceivably perform its duties without ascertaining the exact feelings of the population; moreover, it was authorized to do so under article 9 of the Trusteeship Agreement. The population expected the representative body of the United Nations to see that the Italian Administration respected the principles by which the Organization was guided. It had therefore been impossible for members of the Advisory Council to refuse to hear the population or their spokesmen. Essentially, the relations between the Advisory Council and the population were based, on the one hand, on the right of the General Assembly and the Trustee-

ship Council to consider petitions, and, on the other, on the very meaning of that part of the Advisory Council's terms of reference which governed its relations with political parties.

14. With regard to petitions, the Advisory Council had always lent its good offices to the Administering Authority, in virtue of its terms of reference. Many problems had thus been solved. Communications received could be classified in three categories: petitions addressed to the Advisory Council, petitions addressed to the Administration and petitions concerning matters on which the Council had already expressed an opinion. All petitions, however, dealt in general with the same matters, and the problems they raised were considered jointly by the Council and the Administering Authority. The collaboration which had developed between the Advisory Council and the Administering Authority had given satisfactory results.

15. As to general relations with the population, and in particular with the political parties, the Colombian representative in the Advisory Council had felt that neither the Advisory Council nor its members as individuals should ever interfere in any way in the internal political affairs of Somaliland. Any action affecting political parties should be agreed upon with the Administration. That did not mean, however, that the Advisory Council should necessarily take the same attitude as the Administering Authority.

16. In the event of disagreement between the Advisory Council and the Administration, the Trusteeship Council would naturally be called upon to settle the matter.

17. Turning next to the question of the relations between the Advisory Council and the Italian Administration, he said that the Advisory Council had the right of initiative under article 8 of the Trusteeship Agreement. The Advisory Council had interpreted the Agreement as meaning that the Administration was required to report matters to and to consult the Advisory Council. That was to be deduced from the first and second paragraphs of article 8, which were confirmed by the third paragraph of the same article; by article 5 of the annex; and by the second paragraph of article 14 of the Agreement. Finally, the second paragraph of article 6 explained a special aspect of that collaboration. In expressing that view in the Fourth Committee,² the Colombian representative, basing his argument on article 8 which contained no restrictive conditions, had requested that the Administering Authority should include the budget among the matters on which the Administration should seek the advice of the Advisory Council. The Administrator of the Territory had agreed to that request.

18. The second paragraph of article 11, concerning the right of the Advisory Council to make statements to the Trusteeship Council, should be considered jointly with article 8, which meant that members of the Advisory Council should not approach the Trusteeship

Council unless the Administering Authority had refused to accept the observations, recommendations or advice of the Advisory Council.

19. Mr. de Holte Castello then reviewed the results obtained from a broad interpretation of the terms of the Agreement. The Administering Authority and the members of the Council had exchanged views on many petitions and communications, and in several cases the Council had been unofficially informed of the steps the Administering Authority had taken or of the replies to petitioners. On many occasions the Administration had sought the Council's advice.

20. The Administering Authority had begun by tackling the most urgent aspects of the political and social problems and had established a large number of local government organs. The Territorial Council had held its first session at the beginning of the year and a smaller council was meeting between sessions.

21. The political parties were called upon to express their views in those bodies. The Advisory Council had felt that, if the gradual evolution of the tribal system towards a system approaching modern democracy was to be promoted, political parties would have to be given greater representation than was warranted by their real influence in the country. The Italian Administration had agreed with that view. For the time being, the collective will of the population was still being expressed through the tribal chiefs. To correct that situation, the Administration, with the support of the Advisory Council, had decided to take a census which would make it possible to draw up electoral lists and maps in the urban or semi-rural communities.

22. The Administering Authority was further devoting its attention to social and educational problems. Arabic had been chosen as a language of instruction, along with Italian, because of the many difficulties that would have been encountered in using a Somali dialect. Great progress had been made in education, particularly by the establishment of the School of Political Administration. The number of schools had increased from 47 to 69; there were 75 new teachers; and the number of pupils had risen from 3,000 to 7,000.

23. On the question of the Italian Government's requests for technical assistance on behalf of the Territory, the Advisory Council had felt that consultations were necessary before it could express an opinion. The Point was particularly delicate, and in the Fourth Committee³ the Indian representative had taken a very strong position on safeguarding the rights and interests of the indigenous population in the matter of long-term concessions. That view had not been challenged by any other delegation.

24. The Administering Authority maintained that private investors would have to be guaranteed amortization of their capital if the natural resources of the Territory were to be developed. Somaliland was in a very special position, because it was to be under trusteeship for only ten years. Thus only an international authority could give the required guarantee for the

² See *Official Records of the General Assembly, Fifth Session, Fourth Committee*, 179th meeting.

³ *Ibid.*, 177th meeting.

amortization of investments. What forms of investment should be chosen was a very complicated and still open question. There might be investments of domestic capital or of foreign private capital, or development by the State. It was also necessary to establish the nationality of the capital already invested in Somaliland. It would be of particular interest to have the views of the Trusteeship Council on those problems.

25. In carrying out its duties, the Advisory Council had been inspired more by the purposes of the Trusteeship System than by a strict interpretation of the Agreement. The Administering Authority had shared that view and it was therefore desirable, in the higher interests of the Territory, that the procedure the Advisory Council had hitherto followed in its relations with the population and the Administering Authority should be continued.

26. Mr. KHALIDY (Iraq) said that he had been struck by the special representative's description of the economic situation in the Territory. He wanted to know whether the Administering Authority had any suggestions for hastening economic development, and particularly what it expected of the United Nations and the specialized agencies.

27. Mr. FORNARI (Special representative for Somaliland) emphasized that the economic problem was one of fundamental importance for the future of the Territory. For a State to be able to increase its resources, it must have adequate capital, public or private.

28. With regard to public capital, Italy would certainly make its contribution toward economic aid for the Territory; but it would be very useful for an international bank or some similar body to make available the capital necessary for the development of the Territory's agriculture and industry. The United Nations or the specialized agencies could take effective action in that field. In that connexion, it was to be noted that the Administering Authority had asked that a mission should be sent to Somaliland by the Technical Assistance Administration to study the economic situation and determine what steps were required to develop the Territory's economy.

29. With regard to private capital, it was very important to guarantee the amortization of foreign investments, in view of the fact that in the case of some industries amortization could not be completed within ten years. The Trusteeship Council might be able in some way or other to ensure respect for such investments after the ten years.

30. The salt works of Hafun, which had produced considerable revenue for Somaliland before the war, were an example of the way capital could be used. The works had been destroyed and it was difficult to find in Italy the capital necessary to restore them. That was an instance in which international assistance would of course be found useful. There were other industries in which such capital could be employed, in particular the processing of agricultural products or meat canning. The main point, however, was to find the capital; how it would be used could be considered later.

31. Mr. RYCKMANS (Belgium) thought that, generally speaking, there was always private capital for investment, but the holders of capital wanted to know whether investments would be profitable. Before seeking capital, therefore, it was necessary to determine to what extent investments would bring a return.

32. He would like to know whether there were other possible investments similar to the example the special representative had given. He was thinking especially of irrigation projects or road-building. If there really were profitable opportunities for investment, capital could be found without difficulty.

33. The question of amortization after the period of trusteeship was very delicate and ought to be studied, since capital would not be invested for ten years if it could not be amortized within that time.

34. In view of those considerations, he would like to know whether the large investments which the Administering Authority considered essential would be profitable or whether they were to be made without hope of return, through the United Nations.

35. Mr. FORNARI (Special representative for Somaliland) agreed that private capital sought profitable investments. Such opportunities, while not numerous in Somaliland, did exist. In the case of the sugar industry, capital could be found if the amortization of investments after ten years was guaranteed.

36. It was in connexion with investments which were not profitable in themselves but which were likely to increase the general income of the country that State or international action might be taken.

37. Mr. PIGNON (France) asked the special representative for information on the political rights of immigrants, and, in particular, what residence requirements a foreigner had to meet in order to participate in the political life of the Territory.

38. Mr. FORNARI (Special representative for Somaliland) observed that there was no special rule. Among the 35 members of the Territorial Council, of whom 28 were Somalis, there were 7 representatives of foreign communities: 4 Italians, 2 Arabs and 1 Indian or Pakistani. In regard to the possibility of granting the right to vote to foreigners when elections were held in the Territory, he reserved the right to reply later; the views of the Advisory Council and the Territorial Council would have to be considered. The citizenship status of the Territory's inhabitants would then have to be settled by legislation, something that the Administering Authority had not yet had the time to do.

39. Mr. PIGNON (France) asked for additional information on the school for specialized training of aviation mechanics. He also wanted to know what plans the Administering Authority had in the field of aviation.

40. Mr. FORNARI (Special representative for Somaliland) pointed out that the school had been opened only at the beginning of the year. It prepared young Somalis for employment in civil aviation only

and gave instruction in four subjects: radiotelegraphy, mechanics, the assembling of parts and meteorology.

41. With regard to the Administering Authority's aeronautical plans, it was obvious that, even if the future independent State of Somaliland did not have a national airline, which was probable, it would at least have landing fields and would therefore require trained people to service and repair foreign aeroplanes, provide landing and take-off signals, etc. Hence the usefulness of the school the Administering Authority had established.

42. In reply to a question from Mr. PIGNON (France), Mr. FORNARI (Special representative for Somaliland) pointed out that the disciplinary system for Italian magistrates was controlled by Italian law. In Italy, the independence of magistrates was assured by the Constitution and by a special law which provided for a disciplinary tribunal consisting of magistrates competent to judge their peers whenever they committed an offence. With regard to the Native magistrates—the *cadis*—a law stipulated that they could be judged only by the Administrator himself. A draft regulation was under study and it was to be hoped that the new law, which provided for a special disciplinary régime ensuring Native magistrates complete independence, would soon be in force.

43. Mr. PIGNON (France) understood that the Administering Authority intended to appeal to the Economic Co-operation Administration (ECA) as well as to the Technical Assistance Administration of the United Nations for the technical assistance the Territory required. He would like to know in what particular fields of economic development it was intended to apply for United Nations assistance.

44. Mr. FORNARI (Special representative for Somaliland) pointed out that the Administering Authority had so far had only preliminary contacts with the United Nations Technical Assistance Administration. A technical assistance mission was expected to arrive shortly in Somaliland and to decide on the spot in what fields United Nations assistance could be most useful.

45. Mr. PIGNON (France) wanted to know the expected production of the cotton mill mentioned on pages 57 and 102 of the report.

46. Mr. FORNARI (Special representative for Somaliland) said that he would soon be receiving information which would enable him to reply to that question exactly.

47. Mr. PIGNON (France), noting from page 96 of the report that the country had had a deficit amounting to some 6 million somalos, in connexion with expenditures for food, asked for what sections of the population food imports were intended.

48. Mr. FORNARI (Special representative for Somaliland) replied that the imports were intended for all sections of the population, indigenous and non-indigenous.

49. In reply to a question from Mr. PIGNON (France), Mr. FORNARI (Special representative for

Somaliland) explained that the Territory's roads consisted of two asphalt roads and some tracks. The tracks had not been much damaged during the war and had been well maintained by the British Administration. The Italian Administration was continuing to maintain them and was making the necessary repairs after each rainy season.

50. On the other hand, the two asphalt roads had suffered considerable damage. A large sum had been set aside for road repairs in the 1951-1952 budget, but they were too costly to be carried out in a single year and it was planned to have the roads restored by the end of the next fiscal year.

51. In reply to a further question from Mr. PIGNON (France), Mr. FORNARI (Special representative for Somaliland) explained that the famine in Midjertein had been caused by a long period of drought during which precipitation averaged only ten to twenty millimetres. The situation had been made worse by the fact that the inhabitants of Midjertein had lost many of their cattle during the war and could therefore not use their cattle for food during the drought.

52. The Administration had taken relief measures at once. As for long-term remedies, it was to be feared that it would hardly be possible to overcome drought until experiments in rain-making proved successful.

53. The Administration had also provided special credits to enable the indigenous inhabitants to buy cattle, with payment to be made in small annual instalments. There was a similar arrangement for buying fishing boats, many of which had been lost during the war.

54. Mr. PIGNON (France) asked, in connexion with labour legislation, whether it was planned to provide for the transportation of a worker's wife when the worker had to go far from his usual residence.

55. Mr. FORNARI (Special representative for Somaliland) said that labour legislation, was currently being reviewed. He would soon receive further information which would enable him to reply in detail to the French representative's question.

56. Mr. PIGNON (France) wanted to know what proportion of Eurafrican children were being raised by the father, adopted by the mother's tribe or abandoned by the families of both parents. He wanted to know what was the general attitude of Somali society toward the half-breed.

57. Mr. FORNARI (Special representative for Somaliland) expected to receive from Mogadiscio exact data on the proportion of half-breed children in the Territory. He could, however, say that such children were as a rule abandoned by the families of both parents and had to be taken in by the two orphanages in Mogadiscio.

58. Mr. PIGNON (France) asked what distinction Italian law drew between theft and rapine.

59. Mr. FORNARI (Special representative for Somaliland) explained that rapine was theft accompanied by violence to the victim.

60. Sir Carl BERENDSEN (New Zealand) congratulated the Administering Authority on its wisdom in sending such a distinguished representative as Mr. Fornari to the Trusteeship Council. He also thanked the Colombian representative on the Advisory Council for his statement.

61. The economic problem confronting Somaliland was one that many other areas of the world were facing or had faced. Essentially, it was how to turn a purely rural economy—a subsistence economy—into a developed, trading economy, which was the only kind capable of providing a country with the revenue necessary to cover its expenditure. To secure such a transformation, the people would have to be persuaded of the need to change their mode of life and to accept regular work as obligatory. The problem was a difficult one. Somaliland was very backward from the economic standpoint, and it was dependent for more than half its revenue upon the Administering Authority, yet that Territory had to be transformed, within ten years, into a viable, economically balanced country.

62. With regard to the means of solving the problem, the importance of capital investments could not be too strongly stressed. Investors would not place capital in Somaliland unless they were offered adequate safeguards. That problem had previously arisen in connexion with the mandated territories, or at least, in such of them as had had to be given their independence within a comparatively short period.

63. Furthermore, it was essential for the Administering Authority to devote its attention to the question of what industries might be developed in the Territory that would be capable of producing substantial profits. Only if that condition were met would the Territory obtain the capital to give the needed stimulus to its economic activity.

64. None of the questions he was about to put to the special representative constituted a criticism, implied or expressed. They were merely intended to elicit information essential for an understanding of the subject.

65. First, he wished to know whether, following the Administering Authority's request, any arrangements had been made for the Territory to benefit by United Nations technical assistance.

66. Mr. FORNARI (Special representative for Somaliland) stated that he had had conversations with the United Nations Technical Assistance Administration the previous November, when it had been agreed that the best procedure would be to send a technical assistance mission to the Territory, composed of economic, social and sanitary experts. In accordance with the Technical Assistance Administration's practice a draft agreement, in general terms, had been submitted to the Administering Authority and was now under study. The members of the mission had not yet been nominated, but possible appointees had been considered and it was hoped that the mission would be able to go to Somaliland some time during the year and draw up a plan of action with the Administration. The technical assistance programme was of course rather limited

and, moreover, there were technicians already in Somaliland. Nevertheless, there might be fields in which United Nations technical assistance could pave the way for the investment of capital—a matter of fundamental importance for Somaliland.

67. Replying to a further question from Sir Carl BERENDSEN (New Zealand), Mr. FORNARI (Special representative for Somaliland) said that the somalo and the East African shilling had the same dollar value; there were 7.3 or 7.4 somalos to the dollar.

68. Sir Carl BERENDSEN (New Zealand) wondered how it came about that there was no meat-canning industry in a country where cattle-raising was a substantial resource.

69. Mr. FORNARI (Special representative for Somaliland) observed that that apparently paradoxical situation was explained by the mentality of the indigenous people. They regarded cattle as capital assets and were averse to parting with them for money. But some change in the mentality of the indigenous population was now being noticed; they were more ready to sell their cattle than in the past in order to raise their living standards. A meat-canning industry, on a modest scale, might, therefore, have some chance of success and the Administration had hopes of securing the requisite private capital. As a result of educational progress, such economic activity might expand in the future and become a substantial resource for the Territory.

70. Sir Carl BERENDSEN (New Zealand) asked why the production of foodstuffs had decreased in the Territory during the period under review, while at the same time the cotton production had increased.

71. Mr. FORNARI (Special representative for Somaliland) stated that that was due to the drought. While the first rainy period had been favourable, the second had proved quite inadequate. Cotton produced only one crop a year and had accordingly benefited from the abundant rainfall in the first rainy period. On the other hand, durra, which was harvested twice a year, had been affected by the inadequate rainfall during the second rainy period, with the result that there had been a net decrease in production.

72. Sir Carl BERENDSEN (New Zealand) asked whether the Trusteeship Agreement had been ratified by the Italian Government.

73. Mr. FORNARI (Special representative for Somaliland) replied that the Council of Ministers had approved the Trusteeship Agreement and it had been submitted to the Italian Parliament, which would probably be considering it within a few weeks.

74. Sir Carl BERENDSEN (New Zealand) emphasized the very great advantages of the Administration's decision to organize a referendum on the occasion of the setting up of the Territorial Council and wanted to learn in more detail how the Administration had gone about consulting public opinion. That was always very difficult to do in a Trust Territory.

75. Mr. FORNARI (Special representative for Somaliland) agreed that it had not been easy to organ-

ize a referendum only a few days after the Italian Administration had arrived in Somaliland. Nevertheless, the Administrator of Somaliland had felt bound to obtain the people's views before setting up the Territorial Council, although not in any way bound by the Trusteeship Agreement to do so. He had accordingly sent to all the Residents a circular asking them to obtain the advice of political and religious leaders, the main political parties and all persons capable of interpreting the Somalis' opinions. Some of the replies had cited the specific opinion of such and such a chief, while others had summarized the people's opinion. The consultation had shown that many chiefs had not clearly realized the importance of the question put to them. Nevertheless, the Administrator had not allowed himself to be disheartened.

76. Sir Carl BERENDSEN (New Zealand) thought the establishment of the School of Political Administration very encouraging. At the same time, such a measure could only be of rather limited scope. It was of course advisable to make available to the better elements of the population the training requisite to enable them to assume the responsibilities and duties which would fall to them in the future. But if attention was devoted solely to training an élite to carry out functions of government, there was a risk of divorcing the future government of the Territory from the people. It was thus more than ever important to raise the general level of education among the mass of the people.

77. Mr. FORNARI (Special representative for Somaliland) agreed with the New Zealand representative. It was the Administering Authority's constant care to train the mass of the people for political life. Alongside the education of the mass of the people, however, there must be professional training of indigenous officials who could replace Italian personnel within ten years. At the moment the best-educated indigenous inhabitants had received only a primary education and were not capable of exercising public functions. It might perhaps have been expected that responsible elements would automatically emerge from the masses, but it was open to question whether the masses, from which notable political chiefs would no doubt come, could likewise provide the requisite technicians. It had therefore been considered advisable to establish a school where it was hoped to train, within three years, indigenous officials capable of assuming wide administrative responsibilities.

78. Sir Carl BERENDSEN (New Zealand) noted that four seats had been assigned in the Territorial Council to the *Conferenza della Somalia* and three to the Somali Youth League. He wished to know the Administering Authority's estimate of the approximate membership of each of those parties.

79. Mr. FORNARI (Special representative for Somaliland) said that the parties of the *Conferenza* had more supporters than the Somali Youth League. The Administering Authority had not wished to press the point, however, and had given the two parties almost equal representation.

80. Sir Carl BERENDSEN (New Zealand) wondered whether the Italian Administration in Somali-

land, as at present organized, was not too much divided into compartments and too complicated.

81. Mr. FORNARI (Special representative for Somaliland) explained that there had been three Directorates under the former Italian Administration (political affairs, economic affairs and personnel), each divided into departments. The British Administration, on the other hand, had contained a whole series of bureaux. The new Italian Administration had had two choices, either to group the bureaux into a few directorates or to retain a large number of separate bureaux. As the central services would form the nucleus of the ministries of the future Somali State, and as it was better to maintain direct contact between the Administrator and the Secretary-General, on the one hand, and the bureaux on the other, the Administering Authority had chosen the second solution.

The meeting was suspended at 4.10 p.m. and was resumed at 4.30 p.m.

82. Sir Carl BERENDSEN (New Zealand) noted from the report that the residency councils were composed mostly of the district chiefs and notables. In order to determine to what extent those bodies enabled the Administration to consult public opinion in the Territory, it would be good to know how the chiefs were chosen and to what extent they represented the indigenous people.

83. Mr. FORNARI (Special representative for Somaliland) said that there were two kinds of chiefs. The larger number were elected by the *chir*, or tribal assembly. That was not of course an election as understood in advanced countries, but it was nevertheless the expression of a collective will. Alongside those elected chiefs, there were some hereditary sultans.

84. The residency councils included not only tribal representatives, but also representatives of political parties, market chiefs, etc. In addition, the Resident could nominate notables representing certain economic and political interests. Such bodies could therefore play an important part. They were advisory bodies, but they had made marked progress and tended to assume wider political responsibilities. The Administering Authority would do everything in its power to make the councils real democratic assemblies, increasingly representative of the people's will.

85. Sir Carl BERENDSEN (New Zealand) asked whether the Administering Authority and the people of the Territory were satisfied with the choice of Italian and Arabic as languages of instruction, leaving Somali to be used only as a subsidiary language.

86. Mr. FORNARI (Special representative for Somaliland) believed that the Somali people, at any rate the better-educated section, had welcomed the choice of Arabic as a language of instruction, together with Italian. Some elements of the population would, of course, like Somali to become the true national language of the country. Views on the subject were varied and changed with time. For instance, the Somali Youth League, which had previously pressed for Somali to be made the national language of the country, was now asking for increased use of Arabic as a language of

instruction. Various considerations had led to the adoption of Arabic as a language of instruction. For one thing, Somali was not a written language and much time would be needed to make it a national language. For another, Arabic was widely used throughout the Middle East and was, moreover, the language of religion. The Administering Authority had always been very concerned to protect religious interests within the Territory.

87. At the same time, the Administration had given full weight to the views of the Advisory Council, which had recommended that the Administering Authority should consider the possibility of developing Somali and making it a written language. The Administering Authority intended to ask for UNESCO's help in the matter. The problem was, however, still at the research stage.

88. Sir Carl BERENDSEN (New Zealand) noted that twenty-one Italian medical officers had been practising in Somaliland at the time when authority was transferred to the Italian Administration. Since that time, sixteen others had arrived from Italy and eight more had been asked for. He wished to know whether the eight medical officers had arrived in Somaliland and whether the Administration regarded forty-five doctors as adequate for the people's needs.

89. Mr. FORNARI (Special representative for Somaliland) replied that, so far as he knew, only three medical officers had arrived in the Territory. He agreed that the number of doctors was not enough for a population of 1,300,000 persons, but added that they had the help of indigenous nurses. Furthermore, the Administering Authority was considering the establishment of a school to train auxiliary medical personnel.

90. The Territory had a fairly large hospital in Mogadiscio and a tuberculosis centre. In view of the nomadic character of the people, however, a doctor had had to be sent to each of the larger Residencies. The Administering Authority had received an allocation of \$50,000 under the United States Point Four programme. It had proposed that part of that sum should be used for "health caravans", which could travel throughout the country and provide medical attention for the indigenous population even in remote areas.

91. Sir Carl BERENDSEN (New Zealand) wondered whether qualified doctors of other than Italian nationality might not be called upon and whether displaced persons and refugees might not be considered in that connexion.

92. Mr. FORNARI (Special representative for Somaliland) said that at the present time all medical officers working in the Territory were Italian but that he would make a careful investigation of the question just raised by the representative of New Zealand. He would point out, however, that so long as doctors could be found in Italy who were willing to go to Somaliland, it seemed preferable to employ them because, since they spoke Italian, they would find it easier to work with the medical service of Somaliland, which was now organized in accordance with Italian practices,

93. In reply to a question by Sir Carl BERENDSEN (New Zealand), Mr. FORNARI (Special representative for Somaliland) stated that the problem of alcoholism did not arise in Somaliland.

94. Mr. RYCKMANS (Belgium) requested information regarding the level of instruction of young people entering the School of Political Administration, the nature of the entrance examination, whether candidates had had a primary education and the number of students in attendance.

95. Mr. FORNARI (Special representative for Somaliland) replied that generally applicants for admission to the school had concluded their primary education but that in addition they possessed more advanced knowledge obtained outside the primary school. They were not all young people; some were almost 40 years of age. Half of them were members of the Somali Youth League and all the leaders of that party, including the Chairman and the Secretary-General, took courses at the school. The other students included representatives of other political parties and Administration employees.

96. Courses at the school had lasted from the beginning of January until the end of April. That had been a preliminary period rather than a first academic year.

97. Mr. RYCKMANS (Belgium) asked whether students at the school were preparing for work in the administration or merely for politics.

98. Mr. FORNARI (Special representative for Somaliland) thought that most of the students of the school intended to enter the Administration. Nevertheless it was possible that the principal leaders of the political parties taking courses at the school sought knowledge in order to be better equipped for political activity.

99. Mr. RYCKMANS (Belgium) noted the reference to the sinking of wells on page 25 of the report, and wondered whether the wells were intended for agriculture or whether they were merely watering places for cattle.

100. Mr. FORNARI (Special representative for Somaliland) said that wells had been sunk as part of the ECA programme of technical assistance. An ECA mission was now travelling through the Territory and dealing with such technical matters as the location of water, the depth of water-levels and sub-soil formations. The hundred wells referred to in the report were primarily experimental. They would also be used for agriculture and to supply drinking-water for the indigenous population and for cattle. To solve the water problem in the Territory, 10,000 wells would be needed.

101. Mr. RYCKMANS (Belgium) pointed out that, on pages 56 and 96, the report referred to the establishment of irrigable areas of about 250 hectares each. He wished to know the results of those experiments, the number of families settled in such areas and something about the people who lived there.

102. Mr. FORNARI (Special representative for Somaliland) replied that two irrigation organizations

were being set up, one on the Uebi Scebeli river and the other on the Juba. Most of the inhabitants of those areas were both farmers and shepherds. The Administration was encouraging them to engage in intensive agriculture but only the preparatory work had been done and no families had as yet been settled there.

103. In the Juba region, where work was more advanced, attempts were being made to use long-lying areas, known as *décheks*, which it was hoped could be irrigated throughout the year by the use of pumps and canals.

104. Mr. RYCKMANS (Belgium) indicated that page 96 of the report referred to certain contractual arrangements for co-partnership in cotton cultivation which seemed to be satisfactory to the indigenous inhabitants. He wondered, however, whether there was any danger of exploitation and wished to know whether any supervision was being exercised by the Administering Authority.

105. Mr. FORNARI (Special representative for Somaliland) explained that under the co-participation system the indigenous inhabitant retained complete control of his land and went in for mixed cultivation, availing himself of the technical assistance provided to grow cotton as well as durra or maize. The contracts were registered with the Resident who exercised very strict supervision.

106. There were two types of contracts. Under the first type, the price of cotton was fixed by the Administration itself at the time of sale; under the second type, on the other hand, the selling price was fixed in advance, the grower receiving a bonus if the price of cotton had gone up at the time of sale. The Territory had recently been visited by an International Labour Organisation inspector who had studied the matter and submitted a report. He had congratulated the Administration for instituting the system of co-participation and had urged it to continue its efforts on those lines.

107. Mr. RYCKMANS (Belgium), referring to education, said that though marked progress had been made, school attendance figures were still not very high. He wished to know the reason for the relatively small number of pupils and the attitude of the population toward school attendance.

108. Mr. FORNARI (Special representative for Somaliland) replied that the attitude of the population on the question varied from one region to another. At first the indigenous population had displayed great enthusiasm, and registrations for schools had been numerous. In Mogadiscio the results of the examinations at the end of the year had been satisfactory. Most of the students who had registered at the beginning of the academic year had continued to the end and had taken the examinations. In other centres, however, particularly in the interior where the population was mainly composed of nomads, after an initial period of enthusiasm a marked decline in school attendance had been noted. Much remained to be done in that field. If the Administration had unlimited budgetary resources and an adequate number of qualified teachers, the number of students would certainly increase. There

was no doubt that the inhabitants were showing increasing keenness to learn, but progress was bound to be rather slow at the beginning.

109. Mr. Y. W. LIU (China) noted with satisfaction that the representative of New Zealand had raised the question of the ratification of the Trusteeship Agreement for Somaliland, a question to which the Chinese delegation attached great importance.

110. The working paper prepared by the Secretariat (T/L.170) indicated in the section on Social Progress, under the heading "General", that nomadism and semi-nomadism of a large proportion of inhabitants of the Territory constituted one of the fundamental problems hampering the advancement of the population. As a result of those movements, schools remained empty, the economy was uncontrolled, medical and health programmes were not implemented, municipal services lacked any real purpose and civil registry offices were of dubious value. He asked the special representative whether he shared that pessimistic view and how the Administering Authority could remedy the situation.

111. Mr. FORNARI (Special representative for Somaliland) agreed that nomadism was one of the most serious impediments to the political and social advancement of the Somalis. He had already expressed that view when he had said that the social structure of Somaliland was extremely backward. Tribal organization was a result of nomadism, which in turn was a result of the economic condition of the country. When a tribe must move periodically in search of water and grazing land, it was difficult for it to acquire the notion of a system of political organization on a territorial basis; instead the tribe tended merely to follow its chief.

112. Nevertheless, there had been some political and social progress among the indigenous inhabitants. For example, in the area between the Juba and the Uebi Scebeli, agriculture, which had formerly been sporadic and devoid of any traditional basis, was becoming more stable and developing into a permanent, continuous activity. Somaliland was going through a transitional stage of development which was unfortunately retarded by the economic condition of the country. So long as the people were unable to find permanent grazing land and sufficient wells to make it unnecessary for the cattle to move about, it would be difficult for them to settle down in one place.

113. By establishing political institutions such as the residency councils and the Municipal Councils, the Administering Authority had tried to instil in the nomad tribes the concept of belonging to a particular territory. Nevertheless the difficulties confronting it were many and formidable.

114. Mr. Y. W. LIU (China) then turned to the question of language in Somaliland. As the population still spoke dialects, he wondered whether the Administering Authority considered it possible to carry out the broad educational programme it contemplated without a written and spoken Somali language.

115. Mr. FORNARI (Special representative for Somaliland) thought that the only way of reducing

the number of illiterates was to teach the population a language which already had an alphabet and a literature. If the Somali dialect must first become a written language, the ten years of the trusteeship régime would not be enough for education to spread throughout the Territory. That was why the Administering Authority had decided to give instruction in Arabic and in Italian.

116. Mr. Y. W. LIU (China), noting the statement on page 25 of the report that the ILO was to be asked to study the social situation of the Territory, asked whether that assistance had been obtained and, if so, what general conclusions had been reached.

117. Mr. FORNARI (Special representative for Somaliland) said that the ILO had sent a representative to Somaliland to study the social condition of workers and to draft a report on that subject. Mr. Fornari had only had time to look through the report, but he could say already that the Administering Authority would be pleased to accept the ILO's suggestions.

118. Mr. Y. W. LIU (China) pointed out that on page 86 of its report the Administering Authority said, with regard to legislation on land tenure, that during the colonial régime large areas had been reserved to provide for the demographic and economic development of the Territory. He wondered to what extent that policy applied to the fertile valleys of the Juba and the Uebi Scebeli.

119. Mr. FORNARI (Special representative for Somaliland) explained that the pre-war legislation, which had been modified in accordance with the provisions of the Trusteeship Agreement, stipulated that in certain areas where the land was not private property and was neither cultivated nor otherwise in use, concessions could be granted. Commissions had been set up for the purpose and had visited the lands in question to make certain that they were not in use. Concessions had then been granted. The areas involved were not large but represented merely about 2 per cent of the arable land in the entire Territory.

120. Mr. MUÑOZ (Argentina) recalled that at the beginning of the meeting the representative of Colombia had quoted a statement made in the General Assembly by the representative of India to the effect that no concession should be granted for a period exceeding ten years, the length of time during which Somaliland was to remain under trusteeship. The statement of a representative in the General Assembly was in no sense a United Nations law, even if that statement had not been contested. Indeed, he did not think that the representative of Colombia had wished to place that construction on the statement he had quoted.

121. In that connexion, he wished to ask the special representative what period of time he thought should be envisaged for investments of private capital.

122. Mr. FORNARI (Special representative for Somaliland) replied that the Administering Authority had studied the question at length but had come to no decision. No concessions had been granted since the

beginning of the Italian Administration, as, before granting any, the Administration wished to know the opinion of the Advisory Council, the Trusteeship Council and the Territorial Council.

123. With regard to the appropriate period of time for the amortization of invested capital, a distinction must be made between agriculture and industry. In the case of industry, the question of mining should be considered separately. No important mineral deposits had so far been found in the Territory. If a private capitalist should be interested in searching for minerals in the Territory, special legislation for the purpose would have to be drafted. That was why the Administration had asked the opinion of the Advisory Council and of the Territorial Council. The latter had considered the question and had unanimously decided that, in the case of mining concessions, a period exceeding the ten years of the trusteeship régime should be contemplated. Nevertheless, divergent opinions had been noted among the representatives of the various political parties on the exact length of the period to be allowed: some had proposed forty years, others fifty. In any case, no decision had been taken because the Administering Authority wished to have the opinion of the Advisory Council and of the Trusteeship Council.

124. The question of concessions for agriculture had not yet been raised in the Advisory Council or in the Territorial Council. The Standing Committee of the Territorial Council had merely been requested to state the views of the population on the normal duration of land leases. The lease rather than the sale of land was involved, as in the latter case the Administration must, under the terms of the Trusteeship Agreement, obtain the consent of the Territorial Council, which must agree by a two-thirds majority. The Standing Committee had been of the opinion that a period of fifteen to twenty-five years should be envisaged.

125. In the case of industries which did not require special concessions, the period contemplated for amortization of capital varied according to the industry.

126. Mr. MUÑOZ (Argentina) asked why, in a period of famine, the indigenous population had not tried to alleviate the shortage of food by slaughtering their cattle as a source of meat.

127. Mr. FORNARI (Special representative for Somaliland) explained that in reality the food shortage in Somaliland applied to foodstuffs which could not be replaced; that was the case particularly for wheat, flour, tea, coffee and butter. Moreover, cattle had proved very useful during the war years and the British occupation, when they had supplied the population not only with meat but also with milk and butter. That was one reason why the indigenous inhabitants were reluctant to kill their cattle.

128. Mr. DE HOLTE CASTELLO (Colombia) explained that, in quoting the statement of the representative of India, he had not meant that the opinion of that representative had legal force. He had merely wished to point out to the Council that there might be a conflict in the interpretation of article 14 of the Trusteeship Agreement and of paragraph 2 of article 3,

which required the Administering Authority to promote the economic advancement of the Territory.

129. For that reason the Advisory Council had decided not to adopt any decision when the Administering Authority had requested its opinion. The Colombian delegation was of the opinion that it was not for the Advisory Council to give guarantees regarding the interpretation of a Trusteeship Agreement which was limited to a period of ten years.

130. The opinion which the Administration had requested of the Advisory Council related to the potential mineral wealth of the Territory. He had therefore been referring to the mineral potential of the Territory, which might save the national economy, but which foreign mining companies could not exploit without obtaining definite guarantees in advance.

131. Mr. CARGO (United States of America) drew attention to the question of the boundaries of Somaliland and asked the special representative whether, since the publication of the report, any progress had been made in that respect.

132. Mr. FORNARI (Special representative for Somaliland) replied that no progress had yet been made in connexion with the boundary with British Somaliland, but that the Italian Government was in contact with the United Kingdom Government on that subject. The disputed area was in any case very small.

133. With regard to the provisional frontier between Somaliland under Italian administration and Ethiopia, provision had been made for negotiations between a commission of the Administering Authority and the Ethiopian Government. Italy, however, still had no diplomatic relations with Ethiopia and he expressed the hope, as special representative, that those relations could be resumed as soon as possible.

134. Mr. CARGO (United States of America) asked the special representative to describe the present structure of political parties in the Trust Territory and to show the part they played in the organs of local government and in the central administration. He pointed out that he had been very impressed by the special representative's remark that all the leaders of the Somali Youth League were attending the School of Political Administration.

135. Mr. FORNARI (Special representative for Somaliland) explained that, at the beginning of the Italian administration of Somaliland, there had been two major political groups: the Somali Youth League and the *Conferenza della Somalia*. Those groups had undergone some change since that time; various parties had detached themselves from the *Conferenza*. There was therefore no longer a single *Conferenza* party, but a group of parties.

136. On his arrival in the Territory, he had stated that Italy bore no malice towards its adversaries and that the Italian Administration hoped to be able to co-operate with the Somali Youth League. Fortunately

much progress had been made in that field. A proof that such co-operation was possible was the fact that, on the anniversary of the Somali Youth League, he had received a telegram from Baidoa signed by various political parties expressing their satisfaction at being together on that occasion and at the fact that the rather serious disputes which had divided them at other times had been resolved.

137. Moreover, the Italian Administration welcomed criticism. Every democratic régime required opposition and in his opinion the Somali Youth League played that important role.

138. For almost a year there had been no disorders in any part of the Territory. The political parties which had originally opposed the Italian Administration had not taken any illegal action. He was pleased that such democratic progress had been made, progress which he had hardly thought possible in one year of Italian administration.

139. Mr. CARGO (United States of America) understood the structure of government in the Trust Territory at the present time to embrace the use of advisory councils both at the Territory-wide level and in the Residencies. He asked the special representative whether he found a general willingness on the part of all political parties to participate in the work of those advisory councils.

140. Mr. FORNARI (Special representative for Somaliland) replied that the position of the representatives of political parties varied in the different parts of the Territory. Generally speaking, the political parties seemed to have a better understanding than the tribal organizations of the objectives of the Administration in setting up residency councils. The parties were co-operating energetically in the work of the Councils, and in most areas the most active elements in the advisory councils were the representatives of political parties.

141. Mr. CARGO (United States of America) asked the special representative to describe briefly the activities of the Territorial Council since its establishment. He wished particularly to know whether the Territorial Council was already used as a consultative body in legislative matters, in accordance with article 4 of the Declaration of Constitutional Principles annexed to the Trusteeship Agreement.

142. Mr. FORNARI (Special representative for Somaliland) would prefer to give a specific reply to the United States representative's question and asked him to be kind enough to wait until the following meeting.

143. In connexion with article 4 of the Declaration of Constitutional Principles, he stated that since 1 January he had not signed any legislative ordinance without seeking the opinion of the Territorial Council. Article 4 was therefore already in effect.

The meeting rose at 6 p.m.