



**REPORT**  
**OF THE SPECIAL COMMITTEE ON THE SITUATION**  
**WITH REGARD TO THE IMPLEMENTATION OF THE**  
**DECLARATION ON THE GRANTING OF INDEPENDENCE**  
**TO COLONIAL COUNTRIES AND PEOPLES**

---

**VOLUME III**

**GENERAL ASSEMBLY**

OFFICIAL RECORDS: TWENTY-FOURTH SESSION

SUPPLEMENT No. 23 (A/7623/Rev.1)

**UNITED NATIONS**



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New York, 1974

## NOTE

Symbols of United Nations documents are composed of capital letters combined with figures. Mention of such a symbol indicates a reference to a United Nations document.

The report of the Special Committee is divided into four volumes. The present volume contains chapters IX to XXII of the report of the Special Committee to the General Assembly, which had been distributed as documents A/7623/Add.4, A/7623/Add.5 (Parts I and II) and A/7623/Add.6 (Parts I and II). Chapters I to V are contained in volume I, chapters VI to VIII are in volume II and chapters XXIII to XXXIII are in volume IV. A list of contents of all the chapters appears in each volume.

For documents A/7200 and addenda mentioned in the present report, see *Official Records of the General Assembly, Twenty-third Session, Annexes*, addendum to agenda item 23 (A/7200/Rev.1).

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GIBRALTAR AND FRENCH SOMALILAND\*

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\* See "Note by the Rapporteur" on page 64 concerning the new designation of the Territory.

## CHAPTER IX

### SEYCHELLES AND ST. HELENA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided inter alia to refer the Seychelles and St. Helena to Sub-Committee I for consideration and report.
2. The Special Committee considered this item at its 699th and 700th meetings, on 18 and 19 June.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968, as well as other resolutions of the General Assembly, particularly resolution 2430 (XXIII) of 18 December 1968, concerning twenty-four Territories, including the Seychelles and St. Helena, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution".
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee and the General Assembly, as well as on the latest developments concerning the Territories.
5. At the 699th meeting, on 18 June, the Chairman of Sub-Committee I in a statement to the Special Committee (A/AC.109/PV.699), introduced the report of that Sub-Committee on the Seychelles and St. Helena (see annex II to this chapter).
6. At the same meeting, statements on the report were made by the representatives of the United Kingdom of Great Britain and Northern Ireland, the United States of America and Syria (A/AC.109/PV.699), and, at the 700th meeting, on 19 June, by the representatives of India, the Union of Soviet Socialist Republics, Venezuela, the United Kingdom and Syria (A/AC.109/PV.700).
7. At the 700th meeting, the Special Committee adopted the report of Sub-Committee I concerning the Seychelles and St. Helena, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the records of the meeting. These conclusions and recommendations are set out in paragraph 9 below.
8. On 5 September, the text of these conclusions and recommendations was transmitted to the Permanent Representative of the United Kingdom to the United Nations for the attention of his Government.

## B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 700th meeting, on 19 June 1969, to which reference is made in paragraph 7 above, is reproduced below:

### Conclusions

(1) The Special Committee notes with regret that, since it last examined the situation in the Territories, the administering Power has taken no significant additional steps to implement the Declaration on the Granting of Independence in the Seychelles and St. Helena. Under the constitutional arrangements for the Seychelles, introduced by the administering Power in late 1967, extensive powers remain in the hands of the Governor. The Governing Council does not reflect fully the views of the people and still includes nominated representatives. Moreover, its decisions are subject to approval by the Governor and can be overruled by him. A similar situation exists in St. Helena.

(2) The Special Committee notes that during December 1968 and March 1969, there were governmental crises in the Seychelles created by the withdrawal of elected members of the Governing Council from its meetings. The Seychelles People's United Party decided to boycott public sessions of the Council, stating that "the present constitution has been shown to be unworkable". The representatives of the Seychelles Democratic Party withdrew in protest against certain measures taken by the Government. Furthermore, demonstrations were held in the Territory to demand an end to colonial rule. The Special Committee notes the information that a minister of the United Kingdom Government will visit the Seychelles, possibly in the summer of 1969, to discuss ideas on future constitutional changes and other matters which the political parties or others wish to put forward.

(3) The Special Committee regrets to note that the administering Power continues to violate the territorial integrity of the Seychelles. It reiterates its position that any plans by the United Kingdom and the United States for the construction of military bases in the so-called "British Indian Ocean Territory" would have the effect of heightening tension in Africa and Asia.

(4) The Special Committee notes that, owing primarily to insufficient diversification, the economy of the two Territories remains stagnant, and that among their main problems are poverty, unemployment and rising living costs. The economic situation in the Seychelles is aggravated by the unfair distribution of the land and the discontent of the workers. In the case of St. Helena, the economy still depends largely on servicing the establishments maintained by the United Kingdom and the United States. In both Territories, there has been increasing infiltration by foreign monopolies and settlers. The Special Committee expresses deep concern at the infiltration of South African interests into certain key economic sectors of the Territory of St. Helena, in the face of the repeated condemnation by the General Assembly of the activities of certain foreign economic interests in colonial Territories and the vehement protests made by the people of the Territory against such infiltration. The Special Committee notes the action taken by the administering Power in securing an agreement whereby the St. Helena Government would have a controlling interest in one of the companies concerned.

At the same time, it draws attention to the fact that overriding powers rest not with the Government but with the Governor, who is directly responsible to the United Kingdom Government. It is also concerned that South African interests will have a substantial share in the company. The Special Committee considers that the exploitation by foreign interests of the economy of the Territories, particularly by interests based in South Africa, is detrimental to the genuine interests of the inhabitants.

(5) The Special Committee notes that no appreciable progress has been made in the fields of public education and health, and considers that the necessary action should be taken to ensure such progress.

#### Recommendations

(6) The Special Committee reiterates its call to the administering Power to enable the peoples of the Seychelles and St. Helena to exercise their rights to self-determination, in accordance with the provisions of General Assembly resolution 1514 (XV) without further delay;

(7) It urges the administering Power not to impose upon the Territories a future status not freely accepted by the population;

(8) It calls upon the administering Power to take the necessary steps to transfer powers to freely elected representatives of the peoples of the Territories;

(9) It reiterates its decision that any actions, whether on the part of the administering Power alone or in conjunction with another power, to construct military bases in the so-called "British Indian Ocean Territory" are incompatible with the Charter and would lead to increased tension in Africa and Asia;

(10) It again urges the administering Power to respect the territorial integrity of the Seychelles by returning the islands detached from it in 1965;

(11) It calls upon the administering Power to intensify its efforts to strengthen the economy of the Territories through the promotion of economic diversification and the introduction of land reforms, taking into account the urgent need to reduce the economic dependence of the Territories and cope with the problem arising from the shortage of natural resources and skilled personnel;

(12) It calls upon the administering Power to take more effective steps to prevent infiltration by foreign economic interests and settlers into the Territories, particularly those from South Africa, with a view to safeguarding the interests of the local population;

(13) It urges the administering Power to take action to improve the social situation in the Territories, particularly to eliminate the vast economic gap between the rich and poor and between landowners and workers and to hasten progress in education and health;

(14) It again stresses the importance of visits to the Territories by missions of the Special Committee and calls upon the administering Power to enter forthwith into consultations with the Special Committee in order to make arrangements for a visiting mission to the Seychelles as soon as possible.



ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.530 and Add.1 and Add.1/Corr.1.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. The Territories of Seychelles and St. Helena have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning them are set out in its reports to the General Assembly at its nineteenth, twentieth, twenty-first, twenty-second and twenty-third sessions. <sup>a/</sup> The General Assembly's decisions concerning the two Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, 2357 (XXII) of 19 December 1967 and 2430 (XXIII) of 18 December 1968.
2. In July 1968, after considering the report of Sub-Committee I on the two Territories, the Special Committee adopted the conclusions and recommendations contained therein (see A/7200/Add.5, section II).
3. By so doing, the Special Committee noted that, under the new constitutional arrangements for the Seychelles introduced by the administering Power, a Governing Council had been established consisting of three ex officio, four nominated and eight elected members. It considered that this step was inadequate to promote the process of decolonization since the key powers remained concentrated in the hands of the Governor and the Governing Council's role was limited to consultation and advice. It called upon the administering Power to respect the right of the peoples of the Seychelles and St. Helena to self-determination and independence, in accordance with the provisions of General Assembly resolution 1514 (XV). It urged the administering Power not to impose on the Territories a political status that was not freely accepted by the population. It also called upon the administering Power to hold free elections in the Territories on the basis of universal suffrage, as a preliminary to transferring powers to the representative organs issued from such elections.
4. The Special Committee deplored all actions by the administering Power to separate certain islands from the Seychelles. Such actions, it stated, constituted a violation of the territorial integrity of the Seychelles, a violation aggravated by the fact that the separation was intended to serve military purposes. The Special Committee reiterated its decision that any action on the part of the administering Power to establish the so-called "British Indian Ocean Territory" and any action, whether on its part alone or in conjunction with another Power, to construct military bases therein were incompatible with the Charter. It urged the administering Power to respect the territorial integrity of the Seychelles and to desist from any action designed to establish military bases or installations in the so-called "British Indian Ocean Territory" since such action would lead to heightening tension in Africa and Asia. It also detected military considerations incompatible with the provisions of General Assembly resolution 1514 (XV) behind the agreement between the United Kingdom of Great Britain and Northern Ireland and the United States of America on the use of portions of the Territory of St. Helena.

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<sup>a/</sup> Official Records of the General Assembly, Nineteenth Session, Annexes, annex No. 8 (A/5300/Rev.1), chapter XIV; *ibid.*, Twentieth Session, Annexes, addendum to agenda item 23 (A/6000/Rev.1), chapter XIII; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XIV; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part III) (A/6700/Rev.1), chapter XIV; A/7200/Add.5, chapter XII.



5. The Special Committee concluded that the exploitation by foreign interests of the economy of the Seychelles and of the Territory's natural resources, such as copra and vanilla, was detrimental to the genuine interests of the inhabitants. It noted with regret that, owing to the predominance of these foreign economic interests, the divergence between landowners of European descent and the landless majority was not removed but accentuated. It further noted with regret that in both Territories progress in education and health was still slow. It therefore called on the administering Power to promote social justice in the Territories, particularly to reduce the vast economic gap between the rich and poor, landowners and workers, and to accelerate and generalize the progress in education and health.

6. Among its other recommendations, the Special Committee called on the administering Power to co-operate in making arrangements for a mission of the Special Committee to visit the Territories.

7. By its resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including the Seychelles and St. Helena, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at partial or total disruption of the national unity and territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the resolution.

## B. INFORMATION ON THE TERRITORIES<sup>b/</sup>

8. Information on the Territories is contained in the previous reports of the Special Committee. <sup>c/</sup> Supplementary information on recent developments is set out below.

### 1. SEYCHELLES

#### General

9. As from 8 November 1965, when three of its islands (i.e. Aldabra, Farquhar and Desroches) were included in the "British Indian Ocean Territory", the Territory of Seychelles has comprised eighty-nine islands, having a combined land

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<sup>b/</sup> The information presented in this section is derived from published sources and from information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter for the year ending 31 December 1967.

<sup>c/</sup> For the most recent see A/6700/Rev.1, chapter XIV and A/7200/Add.5, chapter XII.

area of approximately 100 square miles and situated in the western Indian Ocean approximately 1,000 miles east of the Kenya coast. In June 1967, the population of Seychelles was estimated at 48,700 (an increase of 1,100 since June 1966), of whom some 40,000 lived on Mahé, the largest island with an area of about 55.5 square miles. Most of the remainder of the Territory's population lived on Praslin (4,000 inhabitants), La Digue (2,000 inhabitants) and Silhouette (800 inhabitants). As previously noted by the Special Committee (A/7200/Add.5, chapter XII, annex I, para. 5), there is a wide economic gap between the richer element of the community (mostly landowners of European or mainly European descent) and the poorer element (consisting mostly of landless people whose origin is mainly African). Another problem confronting the Territory is the continuously high rate of population increase.

10. Details of the new constitutional arrangements which came into force in late 1967 are contained in the previous working paper on the Territory (A/7200/Add.5, chapter XII, annex I, paras. 7-12). Briefly, the Government of the Seychelles consists of a Governor and a Governing Council with both executive and legislative functions. The Governor is empowered to enact laws with the advice and consent of the Council, subject to the retention by the Crown of the power to disallow or refuse consent. The Council, as presently constituted, is presided over by the Governor and has fifteen other members, eight of them elected by universal adult suffrage. At a general election held on 12 December 1967, the Seychelles Democratic Party (SDP) won four seats; the Seychelles People's United Party (SPUP) won three and one independent candidate was returned. Four committees of the Council have been formed, each of which has an elected Seychellois majority and is responsible for the administration of groups of departments designated by the Governor.

11. Local government is not well developed. Several district councils have been formed but, according to a study prepared for the United Kingdom Ministry of Overseas Development, d/ they are almost entirely staffed and financed by the central Government. There are no village councils or similar bodies. Elections for the Victoria District Council were held on 28 March 1969. They were contested by the two political parties referred to above. In the final results, the SDP secured seven out of nine seats in the Council, the remaining two being won by the SPUP.

12. The economy of the Territory is almost entirely dependent on its agriculture, the principal crops being copra, cinnamon, patchouli and vanilla, which are all produced for export. Manufacturing industries are chiefly concerned with the processing of these products. The Territory is not self-supporting in necessary foodstuffs.

13. On 31 January 1968, Mr. George Thomas, Minister of State for Commonwealth Affairs, stated in reply to a question in the United Kingdom House of Commons that the Territory faced many problems: for example, its economy was dependent on copra, its agricultural husbandry was in need of an overhaul and money had been advanced from the Colonial Development and Welfare Fund to try to improve farming.

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d/ Burton Benedict, People of the Seychelles (United Kingdom Ministry of Overseas Development, Overseas Research Publications, No. 14, London, 1968).

## Political and constitutional developments

### (a) Governor's address to the Governing Council

14. In an address delivered to the Governing Council on 29 May 1968, the then Governor said that the spirit of co-operation and fairness shown at the 1967 general election by the political parties and by independent candidates, and the peaceful and dignified manner in which the voting had proceeded, were a measure of the political maturity of the Seychelles. The new Constitution had been in force for less than six months, and it was clearly too early to pass judgement on it.

15. With regard to local administration, the Governor stated that it had been evident for some time past that the Territory was too small for a two-tier administration and that the duties entrusted to local government bodies could be discharged more expeditiously by the central Government, except in Victoria (the capital and seat of government) where urban conditions created special problems. Therefore legislation transferring various local government functions outside the Victoria District Council to the central Government would be presented to the Governing Council for approval.

### (b) Differences between the political parties concerning the future of the Territory

16. As noted in the previous working paper (A/7200/Add.5, chapter XII, annex I, para. 11), the two political parties which contested the general election in December 1967 differed sharply not only in respect of the basic programmes which they advocated but also in regard to the ultimate future of the Territory. Whereas the SPUP, led by Mr. F.A. René, favoured a form of association with the United Kingdom, the SDP, led by Mr. J.R. Mancham, sought the integration of the Seychelles into the United Kingdom. According to recent information, the SPUP, which had earlier made independence its goal, currently advocates associated statehood.

17. Following the election, differences between the two parties became increasingly marked, culminating in the withdrawal of their representatives from the meetings of the Governing Council during its second and third sessions in December 1968 and March 1969 respectively (see paras. 29 and 33 below). These events are described below.

18. On 27 July, two months after the first public session of the Governing Council, Mr. Mancham was reported to have asked the Governor to convene the second public session of the Governing Council as early as possible in 1968 and to have announced the intention of the SDP to present the following motion:

"That the Secretary of State for Commonwealth Affairs be informed that the Governing Council of the Seychelles is desirous to open a dialogue with Her Majesty's Government to discuss the possibility of integration of the Seychelles with the mother country".

19. Commenting on this motion, which the Governing Council later adopted (see below), Mr. Mancham recalled that it was in line with the platform advocated by the SDP at the general election. Although the time might not yet be ripe

to make a formal request for integration, he felt that an official dialogue should now be started with the United Kingdom with integration in view. Under an integrated status, any Seychellois should have the right of entering the United Kingdom to find work as if he was a full British citizen. Generally, the people of the Territory should get a standard of living and a measure of social services comparable to that which obtained in the United Kingdom. Areas of difficulty would arise during the discussions: for example, how to realize the extent of self-government the Seychelles would deem desirable, and other matters such as taxation. However, it should be recognized that there was no privilege without obligation. Mr. Mancham also stressed the benefits which, he said, the Seychelles would derive from the United Kingdom's entry into the European Economic Community (EEC) and consequent association of the Territory with the EEC.

20. During the same month, the Liberation Committee of the Organization of African Unity (OAU) adopted a resolution recognizing and supporting the independence movement in the Seychelles. At the same time it was reported that the question of the Seychelles would be considered at the meeting of the Heads of State and Government of the OAU at Algiers in September 1968. An article published in The People, a news organ of the SPUP, on 21 August, welcomed the stand taken by the OAU.

21. Immediately following the action by the Liberation Committee, the leaders of the SDP sought contacts with the OAU to present their viewpoint. Both Mr. D.G. Joubert, General Secretary of the SDP, and Mr. Mancham visited Africa for discussions on the implications of the Liberation Committee's resolution. They were reported to have emphasized that the SDP stood for a policy of friendship and good neighbourliness with African States but would oppose any attempt by any country to interfere in the internal affairs of the Seychelles. Before his departure, Mr. Mancham said that the SDP had called on the United Kingdom to hold a referendum in the Seychelles on the question of independence to which observers from the OAU and the United Nations Special Committee of Twenty-Four would be invited.

22. On 7 September, following receipt of an invitation from the OAU, Mr. Mancham and Mr. Joubert left for Algiers to attend the summit meeting of that organization as observers. In the course of discussions in London later in the month, Mr. Mancham reminded the United Kingdom Government of its obligations towards the Seychelles and appealed to it to consider the possibility of integrating the Territory with the United Kingdom. He also asked for the granting to all Seychelles of the right of entry into the United Kingdom.

23. According to a press release issued by the Government of the Seychelles on 26 September, the United Kingdom Government responded by drawing Mr. Mancham's attention to the following statement made by the Secretary of State for Commonwealth Affairs at the opening of the Bahamas Constitutional conference on 19 September:

"As a matter of fact more than 800 million people have achieved independence in 28 separate countries. As you know the most recent formerly dependent Territory to move to full membership of the Commonwealth of Nations was Swaziland.... There still remains a number of British dependent territories around the globe. We do not know what their ultimate constitutional future will be. We have no - and never have had - any detailed blueprint. A few of these territories may wish to proceed to independence. Others may not. It is always difficult to forecast. But whatever the future holds we in Britain will adhere closely to the cardinal principle to which we have adhered in the past - that the wishes of the people concerned must be the main guide to action. It is not and never has been our desire or intention either to delay independence for those dependencies who want it or to force it upon any who do not."

The United Kingdom Government confirmed that this statement of policy was applicable to the Seychelles.

24. The above developments did little to reduce the differences between the two parties. In an interview given in early October, Mr. Mancham said that he had recognized the need for an opposition in a democratic government and, after the general election, had sought to maintain political stability by an entente between the SDP and the SPUP. The Government was still one of coalition with both parties represented in the Governing Council but without the co-operation of the SPUP he did not think that the system of government would last very long.

25. Discussing the fundamental differences between the two parties, Mr. Mancham said that the SDP favoured the Seychellois having the maximum say in the running of their country, while the SPUP was seeking complete independence for the Territory. Furthermore, the SDP stood for free enterprise and was opposed to the political philosophy of the other party. Mr. Mancham felt that the majority of the people in the Seychelles wanted to keep their links with the United Kingdom. They feared that the rights of the individual would be curtailed following the withdrawal of the United Kingdom from the Seychelles. He reiterated his request that the United Kingdom Government should hold, as early as possible, a referendum in the Seychelles to which observers from the OAU and the United Nations Special Committee of Twenty-four should be invited.

26. On 30 October 1968, a local newspaper, Le Seychellois, reproduced an article entitled "Freedom Struggle in Seychelles", which was originally published by a Tanzanian newspaper, The Nationalist, on 26 August. According to this article, a survey in the remote areas of the Seychelles found that many people did not vote for the SPUP at the general elections held in December 1967, because they had been bullied and frightened by the landowners and other reactionary elements of the Territory. The writer believed that this would not have happened if these people had come into closer contact with the SPUP. At a recent convention of the party, the article continued, the leader of the SPUP, Mr. F.A. René, had announced that his party would concentrate on the remote areas throughout the rest of the year and the following year. He added that his party had already reached the people in the towns and the main villages. Now it must get down to every person, no matter how remote he was. This, he said, was everyone's fight for liberation and freedom.

27. The article went on to state that the labourers of the Seychelles were showing a marked degree of political awareness. In July, some 4,000 workers had attended a public meeting sponsored by the SPUP. In the following month, over 5,000 workers had taken part in a national march organized by that party. They had carried banners demanding an end to the British colonial rule, an increase in wages and a reduction in the price of rice, the staple food of the Seychellois. Having arrived at Victoria, the capital, the marchers had been addressed by Mr. René and by Mr. Guy Sinon, a leading trade unionist.

28. On 8 November, it was announced that the SDP would hold its first national convention in December. Mr. J.R. Mancham stated that the convention would take account of the various achievements of the party after it had won the 1967 general elections. The party was determined to consolidate its majority and see that the majority's view was at all times respected. The convention would put the party in a state of readiness to face any political or constitutional issue which might arise in 1969.

29. As reported below, the Governing Council held its second public session on 3 and 4 December 1968. The three elected representatives of the SPUP attended only the first meeting, on the morning of 3 December, and were not present at the afternoon meeting when the Council considered and adopted the motion by Mr. Mancham (see para. 18 above) calling for talks with the United Kingdom Government concerning the possibility of integration of the Seychelles with the United Kingdom. The SPUP was subsequently reported to have stated that its representatives would not attend any future public sessions of the Council. On 4 December, the elected members from the SDP also withdrew, in their case as a gesture of solidarity with a strike called by the Seychelles Teachers Union (see para. 86 below). Mr. Mancham, leader of the SDP, later stated in a letter to the Governor, that the action of his party's representatives was not a mark of disrespect for the Governing Council and he asked that another session be called to deal with unfinished business.

30. In an editorial published on 10 December, the Seychelles Weekly, an organ of the SDP, charged that the SPUP had broken the spirit of entente which the SDP had endeavoured to promote, and that it had thereby endangered the Constitution. The editor claimed that the SPUP was more interested in obtaining power than in promoting the general national well-being, when it insisted that a date should be fixed for talks on the final constitutional status of the Seychelles. It was the view of the SDP that the people of the Seychelles were mainly interested in development and in achieving a better standard of living. The editor criticized the Governor and government officials for taking what he described as an attitude of compromise on every issue. He considered that the Government was headed for trouble when it sought to compromise on matters of principle and failed to seek advice from those who represented the majority.

31. The editor went on to state that the SDP would not go out of its way to kill the present Constitution, and that time was on the side of the party. He announced that the SDP had called on the Governor to convene another meeting of the Governing Council at which SDP would introduce the following motions:

(a) that in future those convicted for any act of dishonesty involving government money be disqualified from seeking election to the Council; and (b) that elected members of the Council failing to attend two consecutive meetings of the Council's public sessions without just cause or excuse be deemed to have resigned from the Council with the result that a bye-election would ensue.

32. There is no information to indicate that these motions were introduced during the third public session of the Governing Council, held on 24 and 25 March 1969. The three elected representatives of the SFUP did not attend that session. Mr. René, leader of the party later stated in a letter to the Governor that the decision of his party to "boycott" public sessions of the Council had been taken "in view of the fact that the present Constitution has been shown to be unworkable and the party will not be taking any part until such time as there is an indication that the Government is willing to effect constitutional changes". He indicated that the boycott was due to differences between his party and the SDP.

33. Three of the four elected representatives of the SDP attended the first meeting of the third public session on 24 March. They withdrew from the second meeting, held on the following day, after the Council had rejected a motion and an amendment thereto presented by the party on the question of the recent increase in hospital, dental and medical fees (see below). Before their withdrawal, Mr. Mancham, leader of the party, stated that they were taking the action as a sign of protest.

(c) Motions adopted by the Governing Council

34. At its two public sessions, the first held on 29 and 30 May and the second on 3 and 4 December 1968, the Governing Council adopted a total of twenty motions, four of which dealt primarily with political and constitutional matters. The remainder, dealing with economic and social matters, are dealt with separately below. The four motions dealing with political and constitutional topics, which were all carried at the second public session during the absence of the three SPUP representatives, were as follows:

(1) That an official invitation be extended to Her Majesty the Queen to visit the Seychelles at an early date;

(2) That local professional staff working for the Seychelles Government be given the same pay and privileges as expatriates;

(3) That the Government keep under review the necessity of legislation being enacted on the lines of the Race Relations Act recently passed by the British Parliament making it a criminal offence to discriminate on the grounds of colour or race and making it also a criminal offence for any person to incite communal and/or racial hatred;

(4) That the United Kingdom Government be informed of the Council's desire to open a dialogue with that Government "to discuss the possibility of integration of the Seychelles with the mother country".

35. The official members of the Council abstained in the vote on the last-mentioned motion because they felt that it was a matter of the Seychellois only. Soon after the adoption of this motion, the four elected members from the SDP withdrew from the Council chamber.

36. During its third public session, held on 24 and 25 March 1969, in which the three SPUP representatives did not participate, the Council adopted sixteen motions on economic and social matters, a summary of which appears below. At the meeting on 25 March, following the withdrawal of three SDP representatives, each of the eleven other motions on the Order Paper was called but there was no reply. The Council was then adjourned sine die.

#### "British Indian Ocean Territory"

37. Information concerning the "British Indian Ocean Territory" prior to January 1968 is contained in documents A/7200 (part II), chapter IV, annex, appendix V, paras. 1-25 and A/7200/Add.5, chapter XII, annex I, paras. 27-37.

38. Briefly, it will be recalled that under a United Kingdom Order in Council dated 8 November 1965, three of the Territory's ninety-two islands and atolls were administratively detached to form, together with the Chagos Archipelago, a separate administrative unit entitled the "British Indian Ocean Territory" under a Commissioner who is also the Governor of the Seychelles. As compensation agreed with the Seychelles Government the United Kingdom undertook to construct an international airport on Mahé in the Seychelles.

39. On 30 December 1966, the Governments of the United Kingdom and the United States of America entered into an agreement for the joint use of any military staging facilities which might be constructed in the "British Indian Ocean Territory". According to reports, however, no such facilities have been constructed and on 22 November 1967, the United Kingdom Prime Minister announced in Parliament that his Government was abandoning plans to establish a military staging post in the islands. Meanwhile, a proposal was made to establish an international ecological research centre on Aldabra, the principal island involved, but as at 20 February 1968, it was reported that no final decision on the proposal had been reached.

40. According to Mr. Mancham, leader of the SDP, there has been little public discussion of the question in the Seychelles since the general elections in December 1967.

#### Economic conditions

##### (a) General

41. As previously noted (A/7200/Add.5, chapter XII, annex I, paras. 42-44), the Territory specializes in the production of a few agricultural commodities for export, and depends heavily on imported goods for satisfaction of local requirements, the largest item being foodstuffs. The concentration of production for export has resulted from the distribution of land in relatively large holdings. Fifty-six proprietors hold two-thirds of the commercial agricultural



land of the Seychelles. The most important foreign exchange earner is copra, accounting for over 60 per cent of the Territory's exports. Next in importance is cinnamon, followed by vanilla.

42. In 1967, the value of copra exported amounted to Rs.4.9 million,<sup>e/</sup> or Rs.0.6 million less than in the previous year. The average price per ton of copra, the most important factor governing the economic life of the Territory, rose by Rs.19 to Rs.898. During the same period, exports of cinnamon and its derivatives rose from Rs.2.3 million to Rs.3.4 million, although there was a marked decrease in the value of cinnamon oil exported. Exports of vanilla, valued at Rs.53,250 in 1967, were Rs.121,640 less than in the preceding year. Vanilla, it may be noted, is a speculative crop by reason of the vagaries of the market and the plant's sensitivity to climatic changes and disease.

43. In an address to the Governing Council, the Governor drew attention to the shortcomings of the Territory's economy which has been aggravated by the high rate of population increase. In view of the difficulties confronting the Territory, he believed that, in order to maintain and raise the standard of living, emphasis should continue to be directed towards the provision of better communications with the outside world, the development of services and facilities which would attract tourists, settlers and outside capital, and improved utilization of the available resources.

44. In an address to the Governing Council shortly after his arrival in the Territory, the new Governor, who assumed office in March 1969, said that the building of the new international airfield on Mahé (see below) would not alone solve the economic problems of the Seychelles, although it would give enormous stimulus to development. He considered that agriculture would still have to play a leading role in the Territory's economy, but he hoped that the income which would be derived from efforts now being made to improve and diversify agricultural production would be significantly augmented by the income derived from tourists visiting the Seychelles.

(b) Development of communications and other basic facilities

45. Efforts have been made to expand the infrastructure necessary for further development. A road building programme, costing Rs.8 million, was nearing completion at the end of May 1968. The Rochon Dam and a water supply system for Victoria were also expected to be completed during the year at a total cost of about Rs.6 million. A considerable expansion of the electricity generating capacity has taken place, the total cost of the scheme amounting to nearly Rs.2 million.

46. It will be recalled (A/6700/Rev.1, chapter XIV, para. 90 and A/7200/Add.5, chapter XII, annex I, para. 46) that the most important single project is the construction of an international airfield on Mahé, the cost of which will be met by the United Kingdom as compensation for the inclusion of three islands of the Seychelles in the "British Indian Ocean Territory" (see para. 38 above). According to the United Kingdom Government, work on the Mahé airfield, which

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<sup>e/</sup> The Seychelles rupee is valued at 1s.6d. sterling, or \$US0.18.

would have a runway 9,800 feet in length, would begin towards the end of 1968 and would take two and a half years to complete. On 15 October 1968, the United Kingdom Ministry of Public Building and Works was reported to have awarded to Costain Civil Engineers Ltd. a £3.4 million contract for the construction of the airfield.

47. On 25 November, Messrs. William Charlick Limited, operator of Southern Shipping Lines in the Far East, with headquarters located at Adelaide, Australia, was reported to have commenced a freighter service known as the Australia/Red Sea Line. The new service is reported to operate from Australia to Mombasa and thence to Aden, Jidda and Hodeida with optional stops at other Red Sea ports. A special feature of the service is the direct connexion to be provided between Australia and the Seychelles, for which there has been a standing demand. The S.S. Trevalgan, the first vessel to run direct from Australia to the Seychelles via Mombasa and certain Red Sea ports, was expected to arrive in Port Victoria on 28 December. The vessel would accept trans-shipment cargo from the Seychelles to United States, as well as British and other European ports via Mombasa.

(c) Development of new industries

48. In his address to the Governing Council on 29 May 1968, referred to above, the then Governor observed that the benefits which it was hoped the people of the Seychelles would be able to derive from the construction of the Mahé airfield would not be achieved in a sufficient degree without the development of a tourist industry and the provision of amenities for intending settlers. This development would require large-scale investment which was not available in the Territory. The Governor said that measures designed to attract overseas capital had been taken with the passing of the Industrial Development Ordinance, the Land Development Interim Control Ordinance and the Road Improvement Ordinance. A further step would be taken by the amendment of the Company Law, the drafting of which had already started.

49. An important development occurred in 1968 concerning the provision of housing facilities for settlers and others. A spokesman for Interprop Limited, an international property development and construction group, was reported to have said in March that following the announcement by the United Kingdom Government that the construction of the Mahé airfield would begin in late 1968, interest was being shown by investors all over the world. His company, registered in the Bahamas, was offering for sale 1,377,755 shares costing one Bahamian dollar each at par. f/

50. In November, it was reported that the company, which was engaged in the construction and sale of homes in the Bahamas, Malta and the Seychelles, was encountering financial difficulties arising from a decline in the sales of sites. As a result, it did not expect to make its estimated profit for 1968 and must repay loans of some £500,000 in 1969. Negotiations were being conducted concerning the provision of fresh finance through a take-over by a Canadian company, West Indies Plantations (WIP). This would be brought about by a merger of WIP and First Carib Island Properties (FCIP), which owned 43 per cent of Interprop Limited. The latter would then be bought by WIP.

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f/ One Bahamian dollar equals 8s.2d. sterling, or \$US0.98.

51. During November 1968, there were two developments involving the tourist industry. The first was the launching by a local entrepreneur of a 35-foot motor cruiser, Sea Bird, built in the Seychelles at a cost of Rs.8,000. The vessel would be chartered to tourists for deep-sea fishing trips. The second development was an announcement that as from 1969, Lindblad Travel of New York would bring tourists to the Territory on a 5,000-ton luxury liner plying from Mombasa.

52. In his address to the Governing Council in March 1969, the new Governor stated that, following the commencement of work on the Mahé airfield, there were significant signs that private sector development would increase greatly. He added that the Government would soon initiate a thorough study of the potential and needs of the tourist industry, and that this would be followed by intensive development of tourism.

(d) Development of natural resources

53. The Government has been seeking to promote better utilization of natural resources through the improvement of agricultural methods, particularly in copra production, greater use of animal husbandry, afforestation and soil conservation and the development of fishing. During 1967 and 1968, special attention was paid to projects concerning land settlement, fisheries and tea growing.

54. Under a land settlement scheme, initiated in 1961, local settlers, numbering 212 in 1967 (compared with 190 in 1966 and 185 in 1965) lease from the Government small plots of land of between 3.5 and 10 acres each, mainly for growing food and other crops. As explained by the Governor in his address to the Governing Council, one of the principal aims of the Government's farm policy is to increase food production in order to reduce the Territory's dependence on imports and at the same time to ensure that land should, wherever possible, be farmed to the limit of its capacity and that as many people as possible be enabled to gain a worthwhile living from it. Much of the present effort, he said, was devoted to setting up small holdings under the land settlement scheme.

55. Bearing in mind that the land area of the Seychelles was small, the Governor considered it essential that the other potential source of a local food supply, the ocean, should be exploited. He said the planning of fisheries development was seriously hampered by a lack of basic information. It was proposed to make a start in the collection and compilation of essential statistics as soon as funds could be made available. The Government hoped, with the aid of the Oxford Committee for Famine Relief (OXFAM) and L'Union Chrétienne Seychelloise, to provide the industry with a cold store with a blast freezer and an ice-making machine.

56. In a report published on 8 June 1968, Mr. Mancham, leader of the SDP, stated that the sea around the Seychelles was rich in fish, but that so far fishing had been restricted to the coastal waters where subsistence fishermen operated in a traditional way. Unfavourable weather conditions at times created fish shortages with consequential hardship on the inhabitants whose diet consisted predominantly of fish.

57. Mr. Mancham pointed out that only a few miles offshore, a Japanese fishing fleet based in Mauritius was reaping a yearly harvest of tuna fish. The boats used were of about 800 tons' capacity and were equipped with a refrigerating plant. Recently, one of the major fishing firms active near the Territory had signed an agreement with the Government of the Seychelles whereby the Japanese firm was allowed to make use of the port of Victoria for short leave for crew, medical facilities when necessary, refueling, reprovisioning and transferring the catch to visiting mother ships. In return, the Japanese firm had undertaken to purchase provisions and fuel in the Territory, to employ local stevedores and to build a cold storage warehouse for its own use and that of local fishermen. Thus, the only profit accruing to the Seychelles was an increase in territorial revenue, the payment of modest wages to a very limited labour force and the increased profitability of certain public or private services. It was important that the Seychelles should develop its own fishing venture in which the Japanese might be persuaded to participate. Such a venture would require substantial initial capital, which, he suggested, might be obtained from private sources and by a loan from the Colonial Development and Welfare Fund.

58. A tea-growing scheme, started in 1962 by a group from Kenya, is progressing. It is the Government's intention to produce sufficient tea in the Seychelles to meet all local requirements and to provide a surplus for export. A recent survey by Barclays Bank reveals that production at present averages 1,500 pounds per month, all of which is sold locally. According to the survey, the annual output is expected to attain 130,000 pounds by 1970, of which about 80,000 pounds would be available for export.

(e) Public finance

59. According to the budget estimates approved by the Governing Council, recurrent expenditure during 1968 was expected to total Rs.17.3 million, an increase of more than Rs.5.7 million compared with 1967 (excluding the recurrent grant-in-aid). Of the total, 32 per cent was allocated to social services (education, health, labour and welfare), approximately 12 per cent to the police and judiciary and public works and just over 9 per cent to agricultural services. Estimated capital expenditure, amounting to Rs.10.9 million, was allocated mainly for improvements in infrastructure, with 47 per cent to be spent on supplies, nearly 17 per cent on electricity, 11 per cent on housing and about 6 per cent each on roads and agricultural development. For the first time, expenditure of loan funds was included in the estimates, with the result that estimated capital expenditure was Rs.7.1 million more than in 1967. It was reported, however, that grant-aid expenditure on capital account would be slightly less than the amount approved for 1967.

60. Introducing the budget estimates, the Financial Secretary said that local revenue was expected to increase by about Rs.2.1 million as a result of increased taxes and the general buoyancy of the economy. The recurrent grant-in-aid from the United Kingdom had been increased from Rs.2.8 million in 1967 to Rs.4.8 million in 1968.

61. The Financial Secretary said that the budget could not be described as expansionist because the Government would provide much the same services as previously, although prices had increased as a result of devaluation. He stressed

the importance of preparing for the "jump forward" which the Territory must make during the next few years, if it was to derive the maximum economic benefit from the construction of the international airfield on Mahé. To this end, steps had already been taken to improve the system of industrial licensing and revise the customs tariff, and the Government was making a review of income tax and company legislation.

62. As shown in the budget estimates for 1969, which, however, were not finally approved by the Governing Council before it adjourned sine die on 25 March 1969, local revenue will amount to Rs.16.3 million and recurrent expenditure to Rs.19.4 million (excluding the recurrent grant-in-aid) compared with actual revenue and expenditure of Rs.13.6 million and Rs.16.8 million (excluding the recurrent grant-in-aid) respectively in the previous year. Estimated capital expenditure for 1969 is expected to total Rs.10.9 million, compared with Rs.9.0 million in the previous year.

63. Introducing the budget estimates for 1969, the Financial Secretary stated that the substantial rise in local revenue was attributable to the continued buoyancy of the economy and increased revenue from customs duties, income taxes and fees. The recurrent grant-in-aid from the United Kingdom would be reduced to about Rs.2.0 million in 1969, a reflection of the Territory's progress towards financial viability in respect of its recurrent budget. The capital expenditure included in the estimates for 1969 was earmarked mainly for agricultural development and expansion of certain basic facilities. However, the Financial Secretary pointed out that the capital estimates could not be regarded as final until a new development plan for 1970-1973, which the Government had prepared, was approved by the Secretary of State.

64. Looking to the future, the Financial Secretary said that the Government would continue to devote the major part of its effort to the Territory's economic development. Emphasizing the need for development funds, he pointed out that considerable progress had been made towards creating conditions which would attract foreign capital to the Territory. He appealed to the people of the Seychelles to work together so that they could grasp the opportunities available to them.

(f) Motions adopted by the Governing Council

65. At its two public sessions in 1968, the Governing Council adopted nine motions on economic matters recommending inter alia: (a) the introduction of price controls for certain essential commodities; (b) the creation of a committee to advise the Council on the possibilities of import substitution including, where necessary, import controls to foster local production; (c) the utilization, subject to United Kingdom approval, of Colonial Development and Welfare loan funds for water supplies, low cost housing and development of the tea industry, and (d) that in future any proposals to increase taxation or fees for government services be the subject of public debate before any executive action is taken. At its third public session in 1969, the Council recommended inter alia: (a) the improvement and expansion of roads, ports and water supplies; (b) the development of marketing facilities; and (c) the adoption of measures to eliminate coastal erosion on Praslin, the second most important island of the Territory.

## Social conditions

### (a) Labour

66. In 1967, there were 8,057 workers (5,487 in 1966) in the private sector of the economy. Of these, 5,050 (4,125 in 1966) were employed by the coconut industry, the most important single source of employment, representing about 30 per cent of the economically active population. In addition, the Government, the second largest employer in the Territory, had 3,250 employees. Money wages received by workers remained practically unchanged. Government labourers were paid at a higher rate than that obtained in most other occupations. At the end of the year, the number of registered trade unions decreased by seven to nine. Of some 500 labour disputes, three were strikes involving 198 workers and resulting in 598 man-days lost. One of these strikes was settled within a day and the other two lasted for three and five days respectively.

67. As already stated (see para. 27 above), over 5,000 workers took part in a national march in August 1968, demanding, among other things, an increase in wages and a reduction in the price of rice, the staple food of the Seychellois. In November, after a long period of negotiations, the Union Lighterage Company reached an agreement with the Seychelles Stevedores, Winchmen and Dockworkers Union concerning new stevedoring rates, which reflected a considerable increase for the stevedores.

68. A study on the people of the Seychelles, published in 1968,<sup>g/</sup> indicated that the associations of the labourers, particularly those in the agricultural industry, were not effectively organized, and that the existing legislation governing minimum wages was frequently evaded. As a result, wages were extremely low and job security was minimal.

69. Among the problems confronting the Government are the rapid rise in population and widespread unemployment and underemployment. Measures taken by the Government to deal with these problems have included: the introduction of family planning, encouragement of emigration, implementation of schemes for training apprentices, and provision of public assistance to those for whom no work could be found. During 1967, a total of 506 Seychellois (569 in 1966) found employment overseas, mostly fishermen and agricultural labourers who are recruited each year for work in two dependencies of Mauritius. An apprentice training expert from the International Labour Organisation (ILO) visited the Seychelles during 1967 and the United Nations Educational, Scientific and Cultural Organization (UNESCO) also sent an expert to the Territory to advise the Government concerning the establishment of a new technical centre. There were sixty apprentices undertaking a four-year course provided by the Departments of Public Works and Architecture. An ad hoc system of apprenticeship was also carried out at the existing technical centre, where some twenty students received training in carpentry, joinery and cabinet making. At the end of the year, the number of persons receiving outdoor relief assistance rose by 135 to 2,112. Owing to lack of funds, only the very deserving cases were approved and there were 116 applications for assistance still outstanding.

70. At its public sessions in 1968, the Governing Council recommended inter alia: (a) that in view of the rising cost of living, the Government consider increasing wage rates, including the minimum wages of agricultural

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<sup>g/</sup> Benedict, op. cit.

workers; (b) urgent attention be given to the introduction of minimum wages for domestic servants; (c) that legislation be introduced providing for workmen's compensation, and (d) that a study be prepared to determine the types of technical employment that would be required for the operation of the international airport and whether Seychellois could be trained to fill them.

71. At its third public session in 1969, the Council was informed that the Government had submitted to the Secretary of State proposals for wage increases for government workers and was considering representations from its salaried employees. In addition, it was examining the possibility of increasing, or establishing, minimum wages for several classes of workers in the private sector, including in particular agricultural labourers. At the same session, the Council recommended the adoption of the principle of equal pay for equal work for all female workers and the reintroduction of task work.

#### (b) Public health

72. According to the report of the Medical Department for the years 1964-1967, government expenditure of medical services during 1967 totalled Rs.1.9 million, approximately the same as in the preceding year. Of the total, Rs.509,951 was made available in the form of a grant for development from the United Kingdom. According to the available information, the Territory is reasonably well provided with medical facilities, consisting of four general hospitals (186 beds) with clinics on most of the islands. The ratios of physicians and hospital beds to population was respectively one to 4,060 and one to 250.

73. Intestinal infestations, tuberculosis and venereal diseases are the main public health problems confronting the Territory. Infestation by intestinal parasites, which is common, is attributed mainly to impure water supplies and poor environmental sanitation. Among the measures being taken to improve this situation in 1967 were a major construction project, the Rochon Dam, which will provide pure water for the Victoria area (containing about 20 per cent of the population), a programme to provide improved latrines for the town of Victoria and a plan agreed upon with the World Health Organization (WHO) for the improvement of environmental health in the rural areas, which was to be implemented as soon as the services of a sanitarian could be obtained.

74. The Medical Department further reported that the number of new tuberculosis cases found each year had slowly declined since the opening in 1964 of the ninety-two bed Bishop Maraden sanatorium. In 1967, there were altogether 1,053 notified cases. Another development during the year was the arrival of an expert from WHO to assist in a campaign aimed at eradicating venereal diseases.

75. Part of the problem of environmental sanitation is due to the rapid population increase and the resultant chronic shortage of housing. As noted in previous reports, the Government has for some time been constructing low-cost housing on a year-to-year basis. In 1968, the Governing Council authorized the application of Rs.520,000 from United Kingdom loan funds for this purpose. According to a statement by the Governor, there was a proposal to build a further 100 housing units in Victoria, as well as small housing estates at Port Gland and Les Cannelles. In addition, a loan scheme was being launched to assist people in the lower and middle income groups to build their own houses.

76. At its third public session in 1969, the Governing Council recommended: (a) further expansion of low-cost housing; (b) improvement of the public health service by raising the status of public health inspectors; (c) establishment of clinics in four areas; (d) extension of home treatment by public health nurses; and (e) payment of higher salaries to hospital workers and improvement of their welfare.

77. At the same session, an elected member from the SDP introduced a motion asking the Council to abolish recent increases in hospital, dental and medical fees and to reduce the present fees on the grounds that poor people could not afford to pay them. Opposing the motion, the Administrative Secretary stated that the fees at the hospitals had been increased simply to cover rising costs of services rendered, and that those people who were genuinely poor were not required to pay the fees.

78. Observing that the spirit of the motion was to keep the fees in question at the level reached at the beginning of 1969, Mr. J.R. Mancham, leader of the SDP, proposed an amendment which would have the Council abolish subsequent increases in these fees. The Administrative Secretary opposed the amendment because he believed that persons who had the means to do so, should be required to pay a reasonable and fair sum for services rendered to them. After both the amendment and the original motion had been rejected, three of the four elected representatives of the SDP withdrew from the Council chamber.

#### Educational conditions

##### (a) General

79. In 1967, government expenditure from territorial revenue on education was Rs.1,772,742 (compared with Rs.1,656,768 in the previous year). Funds allocated under Colonial Development and Welfare schemes for education amounted to Rs.1,078,221 (compared with Rs.947,298 in the previous year). Of this sum, 75 per cent was for the following projects: work on new laboratories and classrooms at Seychelles College, completion of a new teacher-training college and demonstration school, and construction of two schools in rural districts.

80. The following table shows the situation in regard to schools and pupil enrolment during 1967:

	<u>Schools</u>	<u>Enrolment</u>
Primary education	34 <sup>a/</sup>	8,108
Secondary education	13 <sup>b/</sup>	1,659
Teacher training	1 <sup>c/</sup>	45
Technical and vocational training	5 <sup>c/</sup>	202

<sup>a/</sup> Including 3 government, 29 aided and 2 unaided schools.

<sup>b/</sup> Including 3 government, 9 aided and 1 unaided schools.

<sup>c/</sup> Government schools.



81. There is a shortage of trained teachers in the primary schools, and staffing remains a crucial problem for the secondary grammar schools. In 1967, there were 331 primary teachers (324 in 1966), of whom 146 (132 in 1966) were trained and the rest untrained. However, nine trained and twenty untrained teachers left the primary teaching force during the year. The two grammar schools recruited five new teachers from abroad, including two Seychellois. The junior secondary schools, with an enrolment of 1,252 pupils, employed sixty-two teachers. In recent years, these schools have recruited new staff from the teacher-training college. The college enjoyed its full complement of personnel for the first time in 1967. The pre-teaching course was considered to be successful but candidates for the 1968 course proved disappointing academically. The demonstration school has introduced to students several experimental syllabuses and improved techniques recommended by an advisory committee recently set up by the Education Department.

82. During 1967, fourteen students were awarded bursaries and scholarships for teacher-training in Canada, the United Kingdom and the United States. On 4 September 1968, the Director of Education stated that the Government of the Seychelles proposed to submit to the United Kingdom Government for its consideration applications for Commonwealth teacher training bursaries tenable in the United Kingdom for the academic year 1969-1970. The bursaries were intended to be used for additional training of teachers of primary and secondary schools and staff of the Education Department.

(b) Dispute over teachers' salaries

83. On 8 November 1968, the Seychelles Teachers Union decided to hold an urgent meeting the following day to discuss what action the teachers should take if the Government refused to consider their claim for higher pay. Mr. J.P. Mancham, the union's legal adviser, who, as stated above, is also the leader of the Seychelles Democratic Party (SDP), said that the teachers had a justifiable claim and had been neglected for too long. The Government must find funds so that these teachers could well discharge their duties. After attending an extraordinary meeting held by the union on 16 November, some 300 teachers walked to Gordon Square in the town of Victoria to provide moral support to members of the union's executive committee who had sent a letter to the Deputy Governor informing him of the teachers' decision to take strike action in fourteen days if their dispute with the Government was not settled.

84. At its second public session of the Governing Council on 3 December, Mr. G.F. Pollard, Administrative Secretary, recalled that a motion to the effect that the Government should give consideration to bringing teachers' salaries and pensions into parity with those of civil servants had been passed in May. During the following six months, he said, a working party of government officials, in consultation with representatives of the Seychelles Teachers Union, had worked out a new salary structure for teachers, which would provide a basis for an effective teaching service and which would also comply with the wishes of the Council. A new salary structure, he continued, had now been recommended by the Finance Committee and would be submitted to the Council for consideration during the week ending 14 December. The new structure provided a teachers' salary scale which, Mr. Pollard believed, was as good as, and in some grades better than, that of their civil service counterparts. It also provided the same opportunities for promotion for teachers as for civil servants. In addition, the Finance Committee would recommend that teachers' pensions should be on the same basis as for civil servants.

85. Mr. Pollard also said that the recommended salary structure was, in one or two details, not so favourable as the proposals which the union representatives would have preferred to see accepted. The union, he added, was asking for something even better than equality of treatment. In Mr. Pollard's view, the union's proposals, if accepted, would cause discontent in the rest of the civil service. As a result, the union had declared a dispute and proposed to stage a silent demonstration of protest outside the Council chamber on 4 December.

86. In a letter dated 5 December, addressed to the Governor, Mr. Mancham stated that the elected members of the SDP on the Governing Council had walked out of the Council on 4 December (see para. 29 above) not out of disrespect for it but in order to demonstrate their solidarity with the striking teachers. They urged the Governor to use all his influence to settle the dispute with the Seychelles Teachers Union.

87. In a statement issued on 6 December, Mr. J. Adam, President of the Seychelles Teachers Union, commented on the statement of the Administrative Secretary referred to above. He said that the new salary structure agreed by the working party of government and union representatives over which negotiations had been conducted for six months had been rejected by the Finance Committee which had made its own proposals. He understood that another government working party with no union representatives had drawn up further proposals to counter the objections raised by the Finance Committee, and that the latter had recommended to the Governing Council the present proposals with which the union was not in agreement.

88. With regard to the suggestion previously made by the Government that teachers be equated with clerks, Mr. Adam said that the union had considered this equation to be invalid. He wondered whether the Administrative Secretary's statement implied a continuation of this invalid assertion. Referring to the contention that the union's request, if accepted, would cause discontent in the rest of the civil service, Mr. Adam drew attention to a letter from the President of the Civil Servants' Union to the Chief Secretary, supporting the teachers' claims for application of the salary structure originally proposed by the Government in May 1968.

89. Finally, Mr. Adam said that the Government and the public must be made aware of the teachers' motives in asking the Government to revise their salary structure. The principal motive was to raise teaching standards by attracting better candidates into the profession and to give teachers the status which they deserved.

90. At its third public session, in March 1969, the Governing Council was informed that the Government had approved a completely new salary structure for the teaching service, designed largely to improve its efficiency by making it more attractive for the better qualified entrant.

## 2. ST. HELENA

### General

91. The island of St. Helena lies in the south Atlantic Ocean about 1,200 miles from the south-west coast of Africa. Ascension Island, a dependency of St. Helena, is about 700 miles to the north-west. Tristan da Cunha, the main island of a group forming another dependency, lies approximately 1,500 miles distant from St. Helena, midway between South Africa and South America. The other five uninhabited islands constituting the Tristan dependency are: Inaccessible, Nightingale, and two adjacent islets - Middle and Stoltenhoff - all about twenty miles from Tristan; and Gough, some 230 miles south-south-east.

92. The islands have a combined land area of 159 square miles and a population in 1967 of 6,190. Individually, St. Helena is the largest, with 47 square miles and a population, mainly of African, Asian and British descent, estimated at 4,621 in mid-1967. Ascension, with an area of 34 square miles, is inhabited largely by people born outside the island, their numbers (1,150 in early 1968) varying from year to year according to the availability of local employment. Tristan da Cunha, with a land area of 38 square miles, had 269 inhabitants, also of mixed origins, at the end of 1967.

### Constitutional arrangements

93. Under the present Constitution which came into force on 1 January 1967 (see A/6700/Rev.1, chapter XIV, paras. 108-111), St. Helena possesses both a Legislative and an Executive Council. The former consists of the Governor, as its President, two other ex officio members (the Government Secretary and the Treasurer) and twelve other members elected at general elections, the most recent of which was held in February 1968. Legislation is enacted by the Governor with the advice and consent of the Council, subject to the retention by the Crown of the power to disallow or refuse consent. Council committees, whose chairmen and a majority of whose members must be members of the Legislative Council, may be appointed by the Governor and charged with executive powers and general oversight of government departments. The Executive Council consists of the Governor, as its Chairman, with the Government Secretary and the Treasurer as ex officio members, and the chairmen of the Council committees. Except in extraordinary cases, the Governor must consult with the Executive Council, but he is empowered to act otherwise than in accordance with its advice at his discretion.

### Economic conditions

94. The island of St. Helena possesses few natural resources and, apart from some locally grown food crops, depends heavily on imports for most of its requirements. Until 1966, when world market conditions and rising costs forced its abandonment, the only sizable export industry consisted of flax and flax products, but even with these exports, the island has depended heavily in recent years on grants from the United Kingdom and remittances from emigrants. With the closure of the flax industry, an important part of the labour force (500 as at early 1968) emigrated to Ascension Island where employment is provided by British- and United States-operated radio communication facilities.

95. There is no airfield on St. Helena and its only port is Jamestown at which ships sailing between the United Kingdom and South Africa call several times yearly. In consequence, the island's overseas trade is mainly with those two countries. In 1966, the island's imports were valued at £395,825 while its exports amounted to only £50,042.

96. Measures recently taken to strengthen the local economy include efforts to diversify agricultural production despite a scarcity of arable soil, the construction of a new government wireless station and the granting of a fishing licence to a South African-based concern, Messrs. Frank Robb and Co., which began operations in 1967. The main source of revenue, however, is government expenditure, which is heavily subsidized by the United Kingdom. According to the budget estimates, government expenditure and revenue in 1967 were expected to amount to £403,789 and £388,451 respectively, the latter estimate including £280,115 in grants from the United Kingdom. In addition, the Government received allocations of £370,000 and £154,000 under the United Kingdom Colonial Development and Welfare Acts for development expenditure during the periods 1963-1968 and 1968-1970.

97. An important development in 1968 was the acquisition of a majority shareholding in Solomon and Company, the principal trading concern in St. Helena, by the recently formed South Atlantic Trading and Investment Company (SATIC), a company registered in the United Kingdom but with South African directors. Solomon and Company, although not large, plays an important role in the island's slender economy. It provides the lighterage service at the Jamestown harbour, owns the only cold-storage facility, hotel and garage on the island, and also owns much of the defunct flax industry as well as shops and offices. In response to protests from the people of St. Helena, who feared the possible consequences of a take-over by South African interests, the United Kingdom Government intervened and, in December 1968, arranged for the transfer of shares of Solomon and Company to the St. Helena Government, giving the latter effective control over its operations. Details of the agreement are given below.

#### Dispute involving SATIC

98. Plans to acquire a majority shareholding in Solomon and Company were first announced by the chairman of SATIC, Mr. G.A. Thornton, in October 1968. In making the announcement the chairman said that the purchase would be of benefit to the island's economy, which desperately needed rejuvenation.

99. News of the plan elicited protests in St. Helena and on 24 October, the elected members of the Legislative and Executive Councils addressed a petition (A/AC.109/PET.1037) to the Secretary-General of the United Nations asking for his intervention "to stay the take-over of island-wide monopoly by South African businessmen". They complained that the Government and workers of St. Helena had not been consulted. A similar protest (A/AC.109/PET.1038) was received from the St. Helena General Workers' Union, the only trade union on the island. Protests were also addressed to the United Kingdom Government and to the Prime Minister of South Africa.

100. On 8 December it was reported that a representative of SATIC visiting St. Helena had been met by demonstrators. Nevertheless, the South African company subsequently acquired a majority shareholding in John I. Jacobs Company Ltd., a London shipping firm which is the major shareholder of Solomon and Company.

101. Meanwhile, it had been announced in the United Kingdom House of Commons that, in response to the protests, the United Kingdom Government had intervened and was in close consultation with all the parties. At the invitation of the Minister of State for Foreign and Commonwealth Affairs, a delegation of representatives of the people of St. Helena led by the Governor visited London in late December for talks with the Minister and with representatives of SATIC. In a press release issued by the Foreign and Commonwealth Office on 10 January 1968, it was announced that the talks had resulted in agreement in principle between the parties concerned and that the agreement had later been accepted after wide consultations on St. Helena following the return of the delegation.

102. Under the terms of the agreement, which gives the St. Helena Government an effective controlling voice in the affairs of Solomon and Company, a majority (32,000) of its shares held by SATIC will be transferred to the St. Helena Government and the latter will have an irrevocable right to acquire the remaining shares (30,000) held by SATIC at any time subject to the approval of the United Kingdom Government. A government director, resident on the island, will be appointed to the Board of Directors of Solomon and Company, with special powers under which his assent will be required for any decisions by the Board affecting the public interest of St. Helena. SATIC will make a binding commitment not to acquire any additional shares in Solomon and Company without the prior agreement of the Governor of St. Helena.

103. In January 1969, the Secretary of State for Foreign and Commonwealth Affairs stated, in reply to questions in the United Kingdom House of Commons, that during the recent discussions on the future operation of Solomon and Company, the Managing Director of SATIC had furnished assurances concerning the policy and practices SATIC intended to pursue in St. Helena, including an assurance regarding racial discrimination. The assurances were fully satisfactory to the St. Helena Government. Any form of racial discrimination would in any case be contrary to the policy of the United Kingdom and St. Helena Governments. The agreement ultimately reached fully safeguarded the interests of the St. Helenians.

### Social conditions

#### (a) Labour

104. During 1967, the principal categories of wage earners in St. Helena were: skilled and general workers, 216; building tradesmen and apprentices, 144; and agricultural labourers, 120. A total of 404 St. Helenians (compared with 342 in 1965) were employed on Ascension Island in connexion with the radio communications facilities there, increased employment opportunities on Ascension having alleviated the effects of the demise of the flax industry. At the end of 1967, there were 213 men registered as unemployed and receiving relief.

(b) Public health

105. In 1967, recurrent government expenditure on medical and health services was estimated at £37,435 (compared with £34,814 in the previous year), or 10 per cent of St. Helena's total expenditure (excluding Colonial Development and Welfare grants). The Public Health Department continued to maintain a 54-bed general hospital, whose senior staff included three medical officers. There are no endemic diseases of note but St. Helenians are usually susceptible to epidemic afflictions and minor ailments, both of which may be attributable to the island's isolation. Intestinal infestations are common but cause little serious illness.

Educational conditions

106. Education is free and compulsory for all children between the ages of five and fifteen, although fourteen-year-olds may be exempted under certain circumstances. In 1967, school attendance in St. Helena averaged 1,136 children, distributed among eight primary, three senior and one selective secondary school. There were 65 full-time teachers (compared with 62 in 1966) and 3 part-time teachers. Selected young teachers are sent to the United Kingdom to follow a three-year course leading to the United Kingdom Ministry of Education's Certificate in Education. More experienced teachers are also sent there to undertake short courses. Three senior teachers departed for one-year courses in 1967. Public expenditure on education during the year was estimated at £39,917 (compared with £39,300 in 1966), or 9 per cent of St. Helena's total expenditure (including Colonial Development and Welfare grants).

Dependencies of St. Helena

107. Ascension Island and the Tristan dependency are governed from St. Helena, but because of their remoteness and isolation their administrators in practice exercise a certain degree of autonomy. The Administrator of the Tristan dependency is assisted by an Island Council, which is elected in accordance with local tradition and possesses certain statutory responsibilities. The people of Tristan have been consulted about the possibility of establishing committees of the Island Council on the pattern established in St. Helena under the present Constitution. The aim is to give the island's elected representatives a greater role in managing its affairs. The Island Council is in agreement with the proposal which, it has been reported, probably will come into effect in the near future.

108. As already mentioned, one of St. Helena's sources of cash income is the earnings of its workers employed on Ascension Island, which, owing to its location in the south Atlantic, has become an important radio and communications centre (see A/7200 (part II), chapter IV, annex, appendix V, paras. 29-32). There is no other important economic activity on Ascension Island, virtually the only source of local revenue being the sale of postage stamps which is used to finance the services provided by the St. Helena Government. Medical services are provided by two small hospitals, each with a physician, maintained by the British Cable and Wireless Ltd. and the United States authorities. The former also runs a school, with an enrolment in 1968 of 140 pupils.

109. Owing to the lack of communications, there is no practical connexion between Tristan da Cunha on the one hand and St. Helena and Ascension on the other. Tristan da Cunha is financially self-supporting, and its recurrent budget for 1967-1968 was expected to show a surplus, resulting from the economic activity generated by a fishing company based in Cape Town. Development projects are financed from the Colonial Development and Welfare Fund which, in 1966-1967 made a grant of £80,000 for the building of a harbour. The dependency has a small hospital with a staff of five (including a medical officer), and a school (forty-nine pupils in 1967).

ANNEX II\*

REPORT OF SUB-COMMITTEE I

Chairman: Mr. Rafic JOUEJATI (Syria)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Seychelles and St. Helena at its 63rd to 67th meetings held between 2 April and 2 May 1969 (see A/AC.109/SC.2/SR.63-67).
2. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex I to this chapter).
3. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as administering Power, participated in the work of the Sub-Committee at the invitation of the Chairman.
4. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/PV.667-670).

B. ADOPTION OF THE REPORT

5. Having considered the situation in the Seychelles and St. Helena, and having heard statements by the representative of the administering Power, the Sub-Committee adopted its conclusions and recommendations a/ on the Territories at its 67th meeting on 2 May 1969. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.557 and Corr.1.

a/ The conclusions and recommendations submitted by Sub-Committee I for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 9, section B of this chapter.



## CHAPTER X

### IFNI AND SPANISH SAHARA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537) decided, inter alia, to take up the question of Ifni and Spanish Sahara as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 668th, 670th, 695th and 715th meetings, between 23 April and 25 September.
3. In its consideration of the item, the Special Committee took into account the provisions of General Assembly resolution 2428 (XXIII) of 18 December 1968. By operative paragraph 5, section I of that resolution, the General Assembly requested the Committee "to continue its consideration of the situation in the Territory of Ifni and to report thereon to the General Assembly at its twenty-fourth session". In operative paragraph 5, section II of the same resolution, the General Assembly also requested the Committee "to continue its consideration of the situation in the Territory of Spanish Sahara and to report thereon to the General Assembly at its twenty-fourth session".
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee and by the General Assembly, and on the latest developments concerning the two Territories.
5. The Special Committee also had before it a petition dated 17 February 1969 from Mr. Ali Yata, Secretary-General of the Party for Liberation and Socialism, Morocco, concerning Spanish Sahara (A/AC.109/PET.1078).
6. At the 668th meeting, on 23 April, the Chairman informed the Special Committee of the receipt of letters dated 17, 18 and 21 April 1969 addressed to him by the Permanent Representatives of Mauritania (A/AC.109/314) and Morocco (A/AC.109/315) to the United Nations and the Chargé d'Affaires a.i. of Algeria to the United Nations (A/AC.109/316), requesting permission to participate in an observer capacity in the Committee's discussion of the item. At the same meeting, the Special Committee decided, without objection, to accede to these requests.
7. At the same meeting, on the suggestion of the representative of the United Republic of Tanzania and following a statement by the Chairman (A/AC.109/PV.668), the Committee decided, without objection, to invite the representative of Spain, as the administering Power, to participate in the Special Committee's discussion of the item. Statements were then made by the representatives of Morocco and Mauritania (A/AC.109/PV.668). The Under-Secretary-General for Trusteeship and Non-Self-Governing Territories also made a statement in reply to a question by the representative of the United Republic of Tanzania (A/AC.109/PV.668). With the Committee's permission, a statement was made by the representative of Spain.

Statements in exercise of the right of reply were made by the representatives of the United Republic of Tanzania, Morocco and Spain (A/AC.109/PV.668).

8. At the 670th meeting, on 28 April, the Special Committee on the proposal of the Chairman, decided, without objection, to defer consideration of the question until a subsequent meeting (A/AC.109/PV.670).

9. At the 695th meeting, on 5 June, the Chairman drew the attention of the Special Committee to: (a) a letter dated 14 May 1969 addressed to him by the Permanent Representative of Morocco to the United Nations (see annex II.A to this chapter); and (b) a letter dated 23 May 1969 addressed to the Secretary-General by the Permanent Representative of Spain to the United Nations (see annex II.B to this chapter). In these letters the Permanent Representatives stated that the instruments of ratification of the Treaty of Fez, by which the Government of Spain transferred sovereignty over Ifni to Morocco, had been exchanged between the Moroccan Minister for Foreign Affairs and the Spanish Ambassador at Rabat on 13 May 1969 and that, according to that Treaty, the transfer of powers would take place within a period of three months from 13 May 1969.

10. At the 715th meeting, on 25 September, the Chairman drew the attention of the Special Committee to a letter dated 9 July 1969, addressed to the Secretary-General by the Permanent Representative of Spain (see annex II.C to this chapter), informing him that, following the ratification of the Treaty signed with the Government of Morocco on 4 January 1969, the retrocession of Ifni to the Government of Morocco had been effected on 30 June 1969.

11. At the 724th meeting, on 2 December, the Acting Chairman drew attention to two communications referred to him by the Secretary-General relating to paragraph 4, part II of General Assembly resolution 2428 (XXIII) concerning Spanish Sahara (see annex III.A and B). At the same meeting, the Special Committee took a decision thereon as reflected in paragraph 13 below.

#### B. DECISIONS OF THE SPECIAL COMMITTEE

12. At its 715th meeting, the Special Committee decided, without objection, to conclude its consideration of Ifni by taking note of the development outlined in the letter referred to in paragraph 10 above.

13. As regards Spanish Sahara, the Special Committee decided, on the proposal of the representative of Ethiopia and following a statement by the Chairman (A/AC.109/PV.715), to transmit to the General Assembly the relevant working paper in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to the item at its next session. Further, the Special Committee decided to note the information furnished by the Secretary-General on this question, to which reference is made in paragraph 11 above, and requested its Rapporteur to incorporate that information in an appropriate form in the relevant chapter of the report of the Special Committee to the General Assembly.

ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.553.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. Ifni and Spanish Sahara have been considered by the Special Committee since 1963 and by the General Assembly since 1965. Action taken by the Special Committee prior to 1968 consisted of a resolution adopted on 16 October 1964, a consensus adopted on 7 June 1966, a resolution adopted on 16 November 1966 and a consensus adopted on 14 September 1967, a/ all of which are summarized in the Committee's report to the General Assembly at its twenty-third session. b/

2. Action taken by the General Assembly on this item prior to 1968 consisted of the adoption of resolutions 2072 (XX) of 16 December 1965, 2229 (XXI) of 20 December 1966 and 2354 (XXII) of 19 December 1967. These resolutions are also summarized or set out in the Special Committee's report to the General Assembly at its twenty-third session.

3. The Special Committee considered the item again in 1968 on 3 and 18 October. On 3 October, the Special Committee, following a statement by its Chairman (A/AC.109/SR.641), decided to transmit to the General Assembly the working paper prepared by the Secretariat (A/7200/Add.6, chapter XIII, annex I, paras. 1-22) in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to the item at its next session.

4. On 18 October the Chairman conveyed to the Special Committee information transmitted to him by the Secretary-General concerning the action taken by the latter pursuant to operative paragraph 4, section II, of General Assembly resolution 2354 (XXII) of 19 December 1967. This action consisted of an exchange of correspondence between the Secretary-General and the Permanent Representative of Spain in connexion with the proposed appointment of a special mission to Spanish Sahara referred to in the above-mentioned resolution (A/7200/Add.6, chapter XIII, annexes I and II).

5. On 18 December 1968, the General Assembly adopted resolution 2428 (XXIII), which reads as follows:

"The General Assembly,

"Having examined the chapter of the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples relating to the Territories of Ifni and Spanish Sahara,

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a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (A/5800/Rev.1), chapter IX; ibid., Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter X, para. 116; ibid., para. 243, ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (part II) (A/6700/Rev.1), chapter X, para. 38.

b/ A/7200/Add.6, chapter XIII, annex I, paras. 1-10.

"Recalling its resolution 1514 (XV) of 14 December 1960 containing the Declaration on the Granting of Independence to Colonial Countries and Peoples,

"Recalling also the resolution adopted on 16 October 1964 by the Special Committee,

"Reaffirming its resolutions 2072 (XX) of 16 December 1965 and 2229 (XXI) of 20 December 1966,

"Noting that the Government of Spain, as the administering Power, has not yet applied the provisions of resolution 1514 (XV),

"Recalling the decision concerning the Territories under Spanish administration taken by the Assembly of Heads of State and Government of the Organization of African Unity at its third ordinary session, held at Addis Ababa from 5 to 9 November 1966,

"Reaffirming its resolution 2354 (XXII) of 19 December 1967,

"Noting the statement made by the administering Power on 7 December 1966 relating to Spanish Sahara, particularly with respect to the sending of a special mission of the United Nations to this Territory, the return of exiles and the free exercise by the indigenous population of its right to self-determination,

"Noting further the statement made by the Permanent Representative of the administering Power on 29 November 1968, according to which an official Spanish delegation would leave in the immediate future for Rabat with a view to signing a treaty with the Government of Morocco on the transfer forthwith of the Territory of Ifni to Morocco,

"Noting the difference in nature of the legal status of these two Territories, as well as the processes of decolonization envisaged by General Assembly resolution 2354 (XXII) for these Territories,

## I

### IFNI

"1. Reaffirms the inalienable right of the people of Ifni to self-determination in accordance with General Assembly resolution 1514 (XV);

"2. Approves the chapter of the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples relating to the Territory of Ifni,

"3. Requests the administering Power to take immediately the necessary steps to accelerate the decolonization of Ifni and to determine with the Government of Morocco, bearing in mind the aspirations of the indigenous population, the procedures for the transfer of powers in accordance with the provisions of General Assembly resolution 1514 (XV);

"4. Invites the administering Power to continue the dialogue which has begun with the Government of Morocco, with a view to implementing the provisions of paragraph 3 above;

"5. Requests the Special Committee to continue its consideration of the situation in the Territory of Ifni and to report thereon to the General Assembly at its twenty-fourth session;

## II

### SPANISH SAHARA

"1. Reaffirms the inalienable right of the people of Spanish Sahara to self-determination in accordance with General Assembly resolution 1514 (XV);

"2. Approves the chapter of the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples relating to the Territory of Spanish Sahara;

"3. Invites the administering Power to determine at the earliest possible date, in conformity with the aspirations of the indigenous people of Spanish Sahara and in consultation with the Governments of Mauritania and Morocco and any other interested party, the procedures for the holding of a referendum under United Nations auspices with a view to enabling the indigenous population of the Territory to exercise freely its right to self-determination and, to this end:

"(a) To create a favourable climate for the referendum to be conducted on an entirely free, democratic and impartial basis by permitting, inter alia, the return of exiles to the Territory;

"(b) To take all the necessary steps to ensure that only the indigenous people of the Territory participate in the referendum;

"(c) To refrain from any action likely to delay the process of the decolonization of Spanish Sahara;

"(d) To provide all the necessary facilities to a United Nations mission so that it may be able to participate actively in the organization and holding of the referendum;

"4. Requests the Secretary-General, in consultation with the administering Power and the Special Committee, to appoint immediately the special mission provided for in paragraph 5 of General Assembly resolution 2229 (XXI) and to expedite its dispatch to Spanish Sahara for the purpose of recommending practical steps for the full implementation of the relevant General Assembly resolutions, and in particular for determining the extent of United Nations participation in the preparation and supervision of the referendum and submitting a report to him for transmission to the General Assembly at its twenty-fourth session;

"5. Requests the Special Committee to continue its consideration of the situation in the Territory of Spanish Sahara and to report thereon to the General Assembly at its twenty-fourth session."

## B. INFORMATION ON THE TERRITORIES<sup>c/</sup>

### Introduction

6. Basic information on Ifni and the Spanish Sahara is contained in the reports of the Special Committee to the General Assembly at its twenty-first, twenty-second and twenty-third sessions. d/ Further information on recent developments is set out below.

#### 1. IFNI

### Treaty between Spain and Morocco

7. It was reported that under the terms of a treaty signed on 4 January 1969 by the Moroccan Foreign Minister and the Spanish Ambassador at Fez, the Government of Spain transferred sovereignty over Ifni to Morocco. According to this treaty, the transfer of power was to take place within a period of three months of the coming into force of the treaty. At the same time, the two Governments signed a convention granting reciprocal fishing rights in their respective territorial waters. The texts of the treaty and the convention were published in the official bulletin of the Spanish Cortes at the beginning of February 1969. e/ They were approved by the External Affairs Committee of the Cortes on 20 March 1969 but information has not yet been received concerning their final ratification.

#### 2. SPANISH SAHARA

### General

8. At 31 December 1966, the indigenous population was officially estimated to number 33,512 persons of whom 6,518 were known to live in the main towns of El Aaiun and Villa Cisneros and 677 in the two smaller towns of Semara and Güera. Outside the urban areas, the inhabitants are mostly nomadic and consequently an accurate count of their numbers is difficult to obtain. There are no recent official statistics of the non-indigenous population, but an article published in Le Monde (Paris) in October 1967 estimated that the total number of Spanish civilians was about 9,000 and that there were approximately 10,000 soldiers belonging to the Spanish military establishment.

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c/ This section is based on published reports and on information transmitted to the Secretary-General by Spain under Article 73 e of the Charter on 25 June 1968 for the year ending 31 December 1967.

d/ A/6300/Rev.1, chapter X, paras. 4-61; A/6700/Rev.1, chapter X, paras. 8-15; A/7200/Add.6, chapter XIII, annex I, paras. 12-22.

e/ Boletín Oficial de las Cortes Españolas, No. 1041.

## Constitutional and political developments

9. The constitutional arrangements described in the previous working paper remain unchanged (A/7200/Add.6, chapter XIII, annex I, paras. 16-18). The Territory continues to be administered by a Governor-General who is appointed by the Council of Ministers of Spain and through whom the central organs of the Spanish Government exercise similar authority as in the metropolitan provinces of Spain. Local government at the lower level consists of a system of village, municipal and nomadic councils (yema'as) with a provincial council (Cabildo Provincial) at a higher tier. The latter is composed of fourteen members, of whom two represent the municipal and village councils, six represent the nomadic councils and six represent corporate entities (i.e., industrial, commercial, cultural and professional organizations). The composition of the lower councils was described in the previous report of the Special Committee.

10. In addition, a new institution called a General Assembly (also referred to as a yemá'a) was created in 1967 as an advisory body on matters affecting the Territory, especially those relating to economic and social development. It is composed of tribal chiefs and forty representatives elected in the tribal or nomadic units of the Territory, together with the President of the Cabildo Provincial and the mayors of El Aaiun and Villa Cisneros.

11. In a speech before the Spanish Cortes on 7 February 1969, the President of the Cabildo Provincial, Sella uld Abeida uld Ahmed, conveyed expressions of gratitude, loyalty and affection of the Saharan people for the Spanish people, its Government and Chief of State, General Franco. In this speech, he made reference to "those who claim to speak in the name of the Sahara while not being part of its people". He stated that he carried with him a document addressed to the United Nations signed by all members of the Assembly which clearly set out the wishes and aspirations of the Saharan people.

## Economic developments

### (a) Phosphates

12. It will be recalled that negotiations between the Spanish State-controlled mining enterprise in the Sahara (Empresa Nacional Minera del Sahara - ENMINSA) and the United States fertilizer company, International Minerals and Chemical Corporation (IMC) of Chicago, with a view to establishing a consortium to develop phosphate deposits at Bu-Craa, were broken off at the end of January 1968 (see A/7200/Add.6, chapter XIII, annex I, paras. 19-22). The failure of the two parties to reach agreement was apparently due to the Spanish Government's insistence on maintaining full management control of the undertaking and to unreconciled differences concerning the handling of the phosphate ore and the location of the processing plant.

13. It was subsequently reported that the Spanish Ministry of Industry, instead of seeking other foreign companies to participate in the undertaking, had apparently decided to place ENMINSA in sole charge of the operation of the project. It was further reported that the Ministry was approaching international credit sources and foreign firms willing to sell and set up mining and transport equipment on long-term credit conditions.



14. In March 1969, it was reported that five international groups (Head Wrightson; Rheax; Humboldt-Kloeckner-Deutz; Wedag and Dorr Oliver) were ready to sign contracts to build an ore-crushing plant at Bu-Craa with a capacity of 1,000 tons per hour.

15. In the meantime, a 3,500-metre breakwater and ore-loading pier was being built by the German firm, Strabag, the French company, Hersent, the Spanish firm, Dragado y Construcciones and an unidentified United States company. It was reported that the pier had been almost completed in March 1969 and that work had started on an ore bin with a capacity of 1 million tons and on the installation of equipment large enough to load ships at the rate of 2,000 tons per hour.

16. It was also reported that Krupp had signed a contract for the building of what was described as the world's largest conveyor belt for the transport of phosphate ores from the mines at Bu-Craa to the new port on the Saharan coast. The managing director of ENMINSA was reported to have stated that the sixty-mile-long conveyor belt would have a transport capacity of 2,000 tons per hour and was scheduled to begin operating in mid-1970.

17. At the same time progress was reported on the construction of several privately owned phosphoric acid production plants at Huelva (southwestern Spain) and it was estimated that these plants might receive the first shipments of ENMINSA phosphates early in 1971.

(b) Development of tourism

18. A hotel of forty rooms was being constructed in El Aaiun as part of the effort being made to increase tourism in the Territory. The project was being carried out by the Spanish Ministry of Information and Tourism. A course in hotel management has been organized and was reported to have an attendance of about fifty students.

Social developments

(a) Public health

19. According to the administering Power, hospital services in the period under review consisted of three hospitals: a general hospital in El Aaiun with 150 beds, a hospital of 50 beds in Villa Cisneros and a hospital of 20 beds in Güera. In addition, there were dispensaries in Semara, Auserd, Hausa, Edcheiria, Mahbes, Hagunia, Bojador, Guelta Zemmur, Bu-Craa, Tichla and Bireznanán, as well as first-aid posts in Edchera, E' Farsia, Agracha and Aguenit. Medical staff consisted of twenty-five doctors, of whom ten were specialists, and about 100 others trained public health personnel.

(b) Housing

20. It was reported that during 1967, 807 buildings were constructed at a cost of 192,401,358 pesetas f/ in the urban areas of El Aaiun and Villa Cisneros.

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f/ The local currency is the Spanish peseta which is equal to \$US0.0145;  
68.91 pesetas = \$US1.00.

Of this number, 753 were dwellings and 54 were for other uses. In the rural areas, including the centres of Güera, Sezara, Auserd, Daora and Cabeza de Playa de Aaiun, twenty-two buildings were constructed at a cost of 19,676,000 pesetas. Five of these were dwellings and 17 were for other uses.

### Educational developments

21. It was reported by the administering Power that in the 1966/1967 school year there were fifty-seven primary schools attended by 1,091 Saharan and 1,142 European pupils. Another thirty primary schools were planned, which would increase school attendance by a further 1,200 pupils. At the beginning of the 1967/1968 school year there were reported to be eighty-seven government teachers. In addition, there were forty teachers specializing in Arabic and Koranic studies.

22. The National Institute of Secondary Education in El Aaiun, with a branch in Villa Cisneros, was inaugurated in 1963 and by the 1967/1968 school year was reported to have an attendance of 700 pupils in El Aaiun. It was also reported that during this period 41 Saharan and 32 European students had pursued specialized studies in Spain.

23. Another feature of the national system has been the establishment of nomadic schools to serve the nomadic sections of the population of the Territory. It was reported in 1967 that sixteen of these schools had been set up, two of which had already begun functioning as pilot projects with an attendance of 100 pupils. It was reported that schools of this type would be needed to cater for the needs of a nomadic school-age population estimated to number 1,800 children.

24. In the sphere of vocational and technical training a centre for worker vocational training was recently established in El Aaiun and another centre of the same kind was being constructed in Villa Cisneros. In El Aaiun, a School for Administrative Aides has been set up with courses in typing, shorthand, accounting and editing.

ANNEX II

COMMUNICATIONS FROM THE GOVERNMENTS OF MOROCCO AND SPAIN

A. Letter dated 14 May 1969 addressed to the Chairman of the Special Committee by the Permanent Representative of Morocco to the United Nations a/

I have the honour to inform you that on 13 May 1969 H.E. Dr. Ahmed Laraki, Minister for Foreign Affairs of the Kingdom of Morocco, and H.E. Mr. Eduardo Ibanez y Garcia de Velasco, Ambassador of Spain to Morocco, proceeded to exchange at Rabat the instruments of ratification of the Treaty of Fès, signed on 4 January 1969, relating to the retrocession of Ifni and to a Fishing Agreement between the two countries.

B. Letter dated 23 May 1969 from the Permanent Representative of Spain addressed to the Secretary-General b/

In conformity with the instructions which I have just received from my Government, I take great pleasure in informing you that, in accordance with resolution 2428 (XXIII) adopted by the General Assembly on 18 December 1968, which relates to the decolonization of the Territory of Ifni, the Spanish Government, after negotiating with the Government of Morocco, concluded a Treaty with that Government which was signed on 4 January 1969. Article 1 of the Treaty reads as follows:

"The Territory of Ifni, as delimited by the Treaties, has been retroceded by Spain to Morocco in full sovereignty."

The said Treaty was ratified by the Spanish Cortes at a plenary meeting held on 22 April 1969, the Treaty thus having been completed in so far as Spain is concerned. On 13 May 1969, the instruments of ratification of the Treaty for the retrocession of Ifni were exchanged at Rabat by the Ambassador of Spain and the Minister for Foreign Affairs of Morocco, and the Treaty, in conformity with the provisions of article 2 thereof, came into force on that same date. That same article further provides that:

"... the transfer of powers and the simultaneous transmission of rights and obligations shall take place within a period of three months from the entry into force of the present Treaty on such date and in such manner as are agreed upon by the Parties."

The solemn act whereby sovereignty over the Territory of Ifni was retroceded to the Kingdom of Morocco having thus been completed, all that remains is the transfer of powers over that Territory. This act is to take place within a period of three months from 13 May 1969, as provided in the Treaty, and the

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a/ Previously issued under the symbol A/AC.109/326.

b/ Previously issued under the symbol A/AC.109/328.

authorities of the two countries are keeping in constant touch with each other for this purpose.

C. Letter dated 9 July 1969 from the Deputy Permanent Representative of Spain addressed to the Secretary-General c/

Further to Note No. 80 of 23 May 1969 in which the Permanent Representative of Spain informed you that the Government of Spain had, in pursuance of General Assembly resolution 2428 (XXIII) of 18 December 1968 concerning the decolonization of the Territory of Ifni, signed a Treaty with the Kingdom of Morocco on 4 January 1969, that this Treaty had been ratified by the Spanish Cortes on 22 April 1969 and that the instruments of ratification of the Treaty on the return of Ifni had been exchanged at Rabat on 13 May 1969, I now have the honour to inform you that the transfer of powers over the Territory of Ifni, in accordance with the Treaty signed at Fez on 4 January 1969, took place on 30 June 1969 and that Ifni is from that date subject to the sovereignty and authority of the Kingdom of Morocco.

I should like to point out that, although article 2 of the Treaty of Fez stated that the transfer of rights and obligations was to take place three months after the entry into force of the Treaty - that is to say, three months after 13 May - the transfer has in fact been effected within the time-limit specified and without waiting for the expiry thereof. This has been made possible by the spirit of co-operation prevailing between the competent authorities of the two countries.

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c/ Previously issued under the symbol A/AC.109/328/Add.1.

ANNEX III

EXCHANGE OF LETTERS BETWEEN THE SECRETARY-GENERAL OF THE  
UNITED NATIONS AND THE PERMANENT REPRESENTATIVE OF SPAIN

A. Letter dated 10 January 1969 addressed to the Permanent Representative  
of Spain to the United Nations by the Secretary-General

I have the honour to transmit herewith, for the attention of your Government, the text of resolution 2428 (XXIII) on the question of Ifni and Spanish Sahara adopted by the General Assembly at its 1747th plenary meeting, on 18 December 1968.

In this connexion, I wish to note that operative paragraphs 3 and 4 of part I and operative paragraph 3 of part II are addressed to your Government as the administering Power for the Territories in question.

I wish also to refer to operative paragraph 4 of part II by which the General Assembly requested me, in consultation with your Government and with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, to appoint immediately the special mission provided for in operative paragraph 5 of General Assembly resolution 2229 (XXI) and to expedite its dispatch to Spanish Sahara. I should appreciate receiving at an early date the views of your Government concerning the appointment of the proposed mission.

(Signed) U THANT  
Secretary-General

B. Letter dated 17 November 1969 addressed to the Secretary-General by the  
Permanent Representative of Spain to the United Nations

1. I have the honour to refer to your letter of 10 January 1969 transmitting the text of resolution 2428 (XXIII) on the question of Ifni and Spanish Sahara, adopted by the General Assembly on 18 December 1968.

In dealing with this subject, I feel it is only right to draw attention - in all fairness and because I know that you share my Government's satisfaction over Spain's compliance with the General Assembly's injunctions - to the scrupulous care which the Spanish Government has taken to abide by the resolutions.

The resolution to which you refer dealt, in its operative part, with two successive and duly differentiated non-self-governing territories administered by Spain, all of whose characteristics are different and which call for essentially different decolonization procedures.

2. So far as Ifni is concerned, little need be added to what has already been communicated to you.

The return in full sovereignty to Morocco of the Territory of Ifni was, in due course, the subject of bilateral negotiations held by my Government in its desire to settle the matter and to find a formula compatible with the interests of the two countries which would take due account of the interests of the inhabitants of the Territory and also safeguard the aims pursued by the original transfer to Spain made by the Kingdom of Morocco under the Spanish-Moroccan Treaty of 1860.

The Treaty in question, of which you have received a certified copy for registration, was signed at Fez on 4 January 1969. After discussion by the Plenum of the Spanish Cortes on 22 April 1969, the Treaty was ratified by the Head of the Spanish State on 30 April 1969. The respective instruments of ratification were exchanged at Rabat on 13 May 1969, on which date the Treaty entered into force in accordance with its own provisions.

The conclusion of this Treaty, under which my country relinquishes its fully legitimate juridical and political rights in respect of the Territory, is a further step forward taken by Spain in keeping with the United Nations code of principles.

The Treaty provides that the actual transfer of power shall take place within three months from its entry into force. In this connexion I have the honour to inform you officially that, on the initiative of the Spanish Government, the two Governments concerned agreed not to wait until the deadline and that the transfer of power should take place on 30 June 1969, more than one month ahead of schedule.

3. With regard to the Sahara, I must first refer to my letter of 17 October 1968 and to the comments made on various occasions by the Spanish Government on the matter.

The Spanish Government is firmly in favour of applying the principle of self-determination to the Sahara and, that being so, can only welcome the fact that its opinion has been shared, in their statements, by all countries which have addressed themselves to the subject in the United Nations.

In keeping with the views it has repeatedly expressed, my Government is trying to create the conditions required for the Saharan people to be able to determine their destiny without obstacles in a genuine expression of their will. In line with this intention, local political life is thus developing and identifying local interests and municipal elections were recently held throughout the Territory to change the level of popular representation. The Yema General continues to widen the scope of its activities.

Lastly, the Spanish Government reiterates the offer made by my delegation in the Fourth Committee of the United Nations General Assembly on 7 December 1966 concerning the possibility of a visit to the Sahara. This offer must, however, be interpreted in the same terms in which it was made and without forgetting that, for the Spanish Government, the expressed desires of the Saharan population take priority over any other consideration.

(Signed) Jaime de PINIES  
Ambassador, Permanent Representative of Spain  
to the United Nations

## CHAPTER XI

### GIBRALTAR

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to take up Gibraltar as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 715th meeting on 25 September 1969.
3. In its consideration of the item, the Special Committee took into account the provisions of General Assembly resolution 2429 (XXIII) of 18 December 1968 concerning the question of Gibraltar.
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to this chapter) containing information on action taken previously by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory. The Committee also had before it the report submitted by the Secretary-General to the General Assembly pursuant to operative paragraph 5 of General Assembly resolution 2429 (XXIII) (A/7550 and Add.1-6).
5. The Special Committee also had before it the following written petitions concerning the item:
  - (a) Letter dated 16 December 1968 from Mr. W.H. McEwen (A/AC.109/PET.1053);
  - (b) Letter dated 27 January 1969 from Mr. Morris Bennett (A/AC.109/PET.1054);
  - (c) Letter dated 30 May 1969 from Mr. Mario García-Guillén and others, (A/AC.109/PET.1109);
  - (d) Letter dated 8 June 1969 from Mr. Francisco Gonzalez y Martin (A/AC.109/PET.1110).

#### B. DECISION OF THE SPECIAL COMMITTEE

6. At its 715th meeting, the Special Committee, on the proposal of the representative of Ethiopia, supported by the representatives of Madagascar, the Ivory Coast and the United Republic of Tanzania, and following a statement by the Chairman (A/AC.109/PV.715), decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives the General Assembly might give in that connexion, to give consideration to the item at its next session.





ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.580.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE  
GENERAL ASSEMBLY

1. Gibraltar was first considered by the Special Committee in 1963 and by the General Assembly in 1965. Action taken by the Special Committee prior to 1968 consisted of a consensus adopted on 16 October 1964, a resolution adopted on 17 November 1966 and a resolution adopted on 1 September 1967, which are set out in the Committee's reports to the General Assembly at its nineteenth, twenty-first and twenty-second a/ sessions. Action taken by the General Assembly on this item prior to 1968 consisted of the adoption of resolutions 2070 (XX) of 16 December 1965, 2231 (XXI) of 20 December 1966 and 2353 (XXII) of 19 December 1967.

2. In 1968, the Special Committee considered the item at a meeting on 3 October and, following a statement by its Chairman (A/AC.109/SR.641), decided to transmit to the General Assembly the working paper prepared by the Secretariat which it had before it b/ in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might wish to give in that connexion, to give consideration to the item at its next session.

3. On 18 December 1968, the General Assembly adopted resolution 2429 (XXIII), the operative paragraphs of which read as follows:

"The General Assembly,

"...

"1. Regrets that the administering Power has failed to comply with General Assembly resolution 2353 (XXII);

"2. Declares that the continuation of the colonial situation in Gibraltar is incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV);

"3. Requests the administering Power to terminate the colonial situation in Gibraltar no later than 1 October 1969;

"4. Calls upon the Government of the United Kingdom of Great Britain and Northern Ireland to begin without delay the negotiations with the Government of Spain provided for in resolution 2353 (XXII);

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a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 3 (part I) (A/5800/Rev.1), chapter X, para. 209; ibid., Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XI, para. 66; ibid., Twenty-second Session, addendum to agenda item 23 (part II) (A/6700/Rev.1), chapter X, para. 215.

b/ A/7200/Add.6, chapter XIV, annex.

"5. Requests the Secretary-General to give the Governments of Spain and the United Kingdom of Great Britain and Northern Ireland any assistance they may require for the implementation of the present resolution, and to report thereon to the General Assembly at its twenty-fourth session."

4. The report of the Secretary-General referred to in operative paragraph 5 of the above resolution is contained in document A/7550 and addenda (see also paras. 24, 25, 26, 38, 41 and 44 below).

## B. INFORMATION ON THE TERRITORY c/

5. Information on the Territory is contained in the reports of the Special Committee to the General Assembly at its eighteenth, nineteenth, twentieth, twenty-first, twenty-second and twenty-third sessions. d/ Supplementary information is set out below.

### 1. GENERAL

6. The civilian population of Gibraltar at the end of 1967 was estimated to number 25,281, comprised as follows: Gibraltarians, 19,242; other British, 4,163; and aliens, 1,876.

### 2. POLITICAL DEVELOPMENTS

#### Constitutional talks

7. As previously reported (see A/7200/Add.6, chapter XIV, paras. 11-19), during the first half of 1968 several meetings were held between United Kingdom officials and Gibraltarian leaders for the purpose of discussing proposed new constitutional arrangements for the Territory. Following these preliminary exchanges, formal constitutional talks were opened in Gibraltar on 16 July 1968 under the chairmanship of Lord Shepherd, Minister of State for Commonwealth Affairs. The talks were concluded on 24 July.

8. In an interim communiqué issued on 20 July the United Kingdom Government announced that it had been agreed to introduce constitutional changes which would come into effect in 1969, but would not involve any change in the Territory's international status. Although the United Kingdom had not accepted Gibraltarian

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c/ This information has been derived from published sources and from the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 3 September 1968 for the year ending 31 December 1967.

d/ Official Records of the General Assembly, Eighteenth Session, Annexes, addendum to agenda item 23 (A/5446/Rev.1), chapter XII; *ibid.*, Nineteenth Session, Annexes, Annex No. 8 (part I) (A/5800/Rev.1), chapter X; *ibid.*, Twentieth Session, Annexes, addendum to agenda item 23 (A/6000/Rev.1), chapter XI; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XI; A/6700/Rev.1, chapter X; A/7200/Add.6, chapter XIV.

proposals for an unbreakable relationship with Britain, it had agreed that the preamble to the Order-in-Council introducing the new constitution should include "recitals to the effect that Gibraltar is part of Her Majesty's dominions and will remain so unless and until an Act of Parliament otherwise provides; and that Her Majesty's Government have made clear that they will never hand over the people of Gibraltar to another State against their freely and democratically expressed wishes". This formula, though not fully satisfying the demand made by the Gibraltarian representatives at the outset of the talks that Gibraltar's link with the United Kingdom should be formalized in a solemn legislative form such as an Act of Parliament, was said to represent a satisfactory compromise since, according to the new formula, that link could not be severed except by an Act of Parliament.

9. At the close of the talks an agreed communiqué was issued indicating that agreement had been reached on the main outlines of the constitution which is described in greater detail in paragraphs 13-22 below. Among the matters agreed upon were: (a) that the constitution would contain a code of human rights enforceable by the courts; (b) that the existing legislative and city councils would be replaced by an enlarged House of Assembly, while the Council of Ministers and the Gibraltar Council would be retained, the former consisting of a group of elected members of the House serving as ministers under a chief minister and the latter comprising a mixed body of some of the ministers with senior government officials presided over by the Governor; (c) responsibility for matters of domestic concern would be devolved to the Council of Ministers while the United Kingdom, through the Governor, would retain responsibility for matters directly related to external affairs, defence and internal security; decisions of the Council of Ministers would take effect unless the Governor considered that any particular decision fell within the scope of his responsibilities; (d) the Governor would be given special powers, in exceptional circumstances, to refuse any advice from the Gibraltar Council which might not be in the interests of maintaining financial and economic stability; (e) there would be a separate governor's office to deal with matters within the Governor's responsibility and the post of Permanent Secretary would be redesignated Deputy Governor; and (f) an appeal court would be created intermediate between the Gibraltar Supreme Court and the judicial committee of the Privy Council. With respect to the merger of the legislative and city councils, the Foreign and Commonwealth Office would appoint an expert team to visit Gibraltar to advise on administrative arrangements. It was planned that general elections under the new constitution would be held in 1969.

10. It was reported that all delegations had expressed their satisfaction at the talks. While it was made clear that the use of the word "colony" would be abandoned, it was stressed that the international status of the Territory would not be affected. The United Kingdom Government had committed itself to eradicate the word "colony" from Gibraltar passports, once representations from Gibraltar were received.

#### Reaction of Spain to the constitutional talks

11. The reaction of the Spanish Government to the above-mentioned constitutional talks and the proposed new constitution agreed to by the parties to the talks took the form of a protest issued by the Spanish Foreign Ministry on 24 July and a letter from the Deputy Permanent Representative of Spain to the United Nations addressed to the Secretary-General dated 25 July. The letter stated inter alia as follows:

"Accordingly the Spanish Government feels it must state that the new constitution which the United Kingdom is preparing for Gibraltar will constitute a gratuitously unfriendly act towards Spain, defiance of the decisions of the United Nations and a further obstacle to the solution of the future of the Gibraltarians, whose security is solely dependent, as the United Nations has rightly stressed, on agreement between Spain and the United Kingdom." e/

12. In reply, the Acting Permanent Representative of the United Kingdom addressed a communication to the Secretary-General dated 6 August in which, on the subject of the proposed new constitution, he stated inter alia:

"In regard to the constitutional talks, the discussions held in Gibraltar last month resulted in agreement on the outlines of a new constitution. The new constitutional arrangements have regard to the views freely and democratically expressed by the representatives of the Gibraltarian community. They are designed to take account of the particular circumstances of Gibraltar. I should like to stress that the new constitution will not in any way alter the international status of Gibraltar, nor does it in any way create fresh obstacles to the eventual achievement of a solution satisfactory to the Governments both of Britain and of Spain and acceptable to the people of Gibraltar." f/

#### Entry into force of new Constitution

13. The new Constitution for Gibraltar resulting from the above-mentioned talks is embodied in the Gibraltar Constitution Order, 1969 g/ which was published simultaneously in Gibraltar and London on 30 May 1969 and came into effect on the same day.

14. As agreed between the participants in the talks (see para. 8 above), the Territory's link with the United Kingdom was described in the preamble in the following terms:

"Whereas Gibraltar is part of Her Majesty's dominions and Her Majesty's Government have given assurances to the people of Gibraltar that Gibraltar will remain part of Her Majesty's dominions unless and until an Act of Parliament otherwise provides, and furthermore that Her Majesty's Government will never enter into arrangements under which the people of Gibraltar would pass under the sovereignty of another State against their freely and democratically expressed wishes;...."

15. A spokesman of the United Kingdom Foreign and Commonwealth Office was reported to have reiterated the United Kingdom's contention that, as indicated in a formal dispatch to the Governor of Gibraltar dated 23 May from the Foreign and Commonwealth Secretary which was published together with the Constitution, the new Constitution would not alter the international status of Gibraltar which

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e/ See A/7121/Add.4, para. 2.

f/ Ibid., para. 3.

g/ Supplement to the Gibraltar Gazette, No. 1,195 of 30 May 1969. Text reproduced in document A/7550/Add.1, annex II.

remained a Non-Self-Governing Territory within the terms of the United Nations Charter. However the Territory would no longer be known as the City and Garrison of Gibraltar; it would be known as a city, the "City of Gibraltar".

16. The new Constitution provides for the replacement of the existing Legislative Council and City Council by a single House of Assembly consisting of fifteen elected members together with a Speaker, the Attorney-General and the Financial and Development Secretary as ex officio members. Elections for the House of Assembly will take place every four years.

17. Executive authority is vested in the Governor who remains responsible for defence, external affairs, internal security and all matters that are not expressly defined as being of domestic concern.

18. In the dispatch of 23 May mentioned above, the Foreign and Commonwealth Secretary stated that responsibility for domestic matters devolved on the Council of Ministers in a more formal manner than had been the case hitherto. Definition as to what constitutes matters of domestic concern lies with the Governor "acting in accordance with instructions given by Her Majesty through a Secretary of State". In this dispatch, the Foreign and Commonwealth Secretary stated, inter alia, that he considered that matters of domestic concern generally speaking:

"should comprise the matters which have hitherto been within the competence of the City Council and the existing Council of Ministers. These, broadly speaking, fall within certain well-defined spheres, as, for example, municipal and public utilities services (e.g., electricity, water); social services (e.g., housing, public health, labour and social security and education); and matters which clearly affect the economy of Gibraltar (e.g., tourism, trade and commerce). Directions specifying the defined domestic matters should be given at the stage when the Constitution has been brought into operation and the ministers are appointed following the general election. You have, however, recommended that particulars should be made known in advance for general information. Accordingly, I annex to this dispatch a list of matters which in my view should be specified as defined domestic matters at that stage. It must be recognized that this list may need adjustment from time to time...."

19. The Council of Ministers, consisting of a Chief Minister and "such number of other ministers (not being less than four nor more than eight) as may be prescribed by the Governor, acting after consultation with the Chief Minister" is collectively responsible to the House of Assembly "with respect of any matter for which a minister is responsible under this section". The Chief Minister is appointed by the Governor from among the elected members as the person who in his judgement is most likely to command the greatest measure of confidence among the Assembly's elected members. The ministers, other than the Chief Minister, are appointed by the Governor acting in consultation with the Chief Minister from among the elected members of the Assembly.

20. The new Constitution retains the Gibraltar Council, consisting of the Deputy Governor, the Deputy Fortress Commander, the Attorney-General and the Financial and Development Secretary, together with the Chief Minister and "such four other ministers as may for the time being be delegated in that behalf by the Governor acting after consultation with the Chief Minister". The Gibraltar

Council is the main body which the Governor normally consults in the formulation of policy and in the exercise of the powers conferred on him by the Constitution. In the previously mentioned dispatch of 23 May the United Kingdom Foreign and Commonwealth Secretary stated that the Gibraltar Council was "so constituted as to bring together the senior elected representatives of the people of Gibraltar with the Governor's senior official advisers, in a body small enough and flexible enough in its procedure to permit frank, intimate and confidential discussion of problems of mutual concern".

21. The Legislative Council was to be dissolved as soon as existing business was concluded and writs for a general election of elected members of the House of Assembly were to be issued within sixty days of the dissolution of the Legislative Council. The City Council was to be abolished by the Governor within twelve months of the coming into force of the new Constitution. There would still be a mayor of Gibraltar elected from among the members of the House of Assembly (other than the ex officio members) by the elected members of the Assembly, but his functions would be limited to ceremonial functions of a civic character.

22. The new Constitution contains a Code of Human Rights and Freedoms and there is also provision for the establishment of a Court of Appeal, to be intermediary between Gibraltar's Supreme Court and the Privy Council.

23. It was subsequently announced that the Legislative Council would be dissolved on 27 June 1969 and that the general election of elected members of the new House of Assembly, would take place on 30 July.

#### Observations by Spain on the new Constitution

24. In a letter dated 16 June 1969, addressed to the Secretary-General, the Permanent Representative of Spain transmitted a note containing detailed observations by his Government on the new Gibraltar Constitution for the information of the General Assembly (see A/7550/Add.1). In his letter, the Permanent Representative stated that enactment of the Constitution not only disregarded General Assembly resolutions calling for an ending of the colonial situation in Gibraltar, but reinforced this situation by setting up an artificial obstacle to the implementation of those resolutions, violated article X of the Treaty of Utrecht, and created an artificial political instrument serving exclusively Britain's own interests in Gibraltar. By conceding to "its subjects established in the colony" the power to control the destiny of the Territory, the United Kingdom had acted against the territorial integrity of Spain which was recognized in the resolutions of the General Assembly and safeguarded by the Treaty of Utrecht. At the same time, the Code of Human Rights and Freedoms which was embodied in the new Constitution, did not accord to "its subjects established in the colony", much less the "other inhabitants and workers of the same", the rights which they would have enjoyed under the statute which Spain had proposed in 1966 and which would have been guaranteed both by Spain and the United Kingdom and registered with the United Nations. That offer remained in force.

25. In the detailed observations on the new Gibraltar Constitution attached to the above-mentioned letter, the Spanish Government drew the following conclusions: (a) The promulgation of the Order and of the Gibraltar Constitution of 1969 was contrary to the requests addressed to the United Kingdom by the United Nations General Assembly; (b) The Order and the Constitution maintained the colonial status of Gibraltar, based on the strictest dependence on the United Kingdom; and, at the same time, it introduced in the Territory certain elements of a separate political entity, whose establishment would violate the Treaty of Utrecht; (c) The Constitution confirmed the laws at present in force concerning "Gibraltarian status", laws which were restrictive in origin and whose application was controlled by the Governor. Persons having such status were the only persons considered as "people of Gibraltar" or "persons who belong to Gibraltar", who alone enjoyed political rights and full constitutional protection; (d) All the laws in force in Gibraltar were still subject to the United Kingdom system of constitutional law; (e) The Constitution maintained the total concentration of power in the hands of the United Kingdom authorities, with a partial exception in regard to matters defined by the United Kingdom Government as domestic matters. While the Governor might at any time impose legislation on such matters, he was obliged - as the executive power - to act in such matters in agreement with the Gibraltarian Ministers; (f) As regards the fundamental rights and freedoms of the individual, the Constitution allowed de facto discrimination against anyone not having the status of "a person who belongs to Gibraltar".

26. A reply to the letter of 16 June 1969 from the Permanent Representative of Spain and the detailed observations on the Gibraltar Constitution annexed to this letter was contained in a letter to the Secretary-General from the Alternate Representative of the United Kingdom dated 5 August 1969 (see A/7550/Add.3). In this letter the United Kingdom representative claimed that the Spanish Government's account of the new Gibraltar Constitution neither accorded with the facts nor accurately interpreted the law. He claimed that criticism of the Constitution had been attempted to justify the Spanish Government's measures (see paras. 27 ff below) in relation to Gibraltar and "sought to obscure the fact that the Gibraltarians have been deliberately selected as the target of a systematic policy of duress". He said that the attempt by Spain to impose a form of economic siege on Gibraltar not only flouted standards of international behaviour accepted by the modern world but belied the concern which the Spanish Government professed for the interests of the people of Gibraltar. On the new Constitution itself the United Kingdom representative emphasized that it introduced no new elements into the political disagreement between Spain and the United Kingdom over the future of the Territory and its people; it entailed no change in the international status of the Territory, which remained a Non-Self-Governing Territory within the terms of the Charter, and it did not empower the people of Gibraltar to change that status unilaterally. Responsibility for changing the status of Gibraltar was vested, as in the case of other United Kingdom Non-Self-Governing Territories, in the United Kingdom Parliament. In two annexes attached to the letter, the United Kingdom representative set out "a brief but authoritative account of the new Constitution" and detailed comments on the question of fundamental rights and freedoms outlined in the new Gibraltar Constitution which had been the object of criticism on the part of the Spanish Government as mentioned in paragraphs 24 and 25 above.



Closure of Spanish police control and customs posts at L nea and suspension of Algeciras ferry

27. Following a meeting of the Spanish Council of Ministers held on 6 June 1969, an order was issued by the Presidency of the Spanish Government by which the Spanish police control post at La L nea was to be closed to all transit from 9 June 1969. Another order issued by the Spanish Ministry of Finance closed the Spanish customs post at La L nea.

28. The above-mentioned measures, which were reported to be part of a series of measures that the Spanish Government had decided to adopt in regard to Gibraltar, were to have the effect of ensuring the withdrawal from Gibraltar of the Spanish labour force of about 4,800 workers who up till this date had crossed the transit post daily to reach their places of employment in the Territory. At the same time, the Spanish Government announced that urgent measures would be adopted to ensure that the workers affected would receive compensation in the amount of the wages they had earned in Gibraltar for the period that would be required for them to find alternative employment elsewhere. In this connexion, the Spanish Government announced the formation of a special commission of the Ministry of Labour which later went to the Campo de Gibraltar area to study on the spot any problems that might arise as a result of the new measures.

29. The Spanish Government also announced that the new measures relating to transit to and from Gibraltar would not affect the civilian residents of Gibraltar who, as in the past year, could obtain special passes from the Spanish authorities to pass through the Spanish posts at La L nea and Algeciras and travel freely within Spain (see A/7200/Add.6, chapter XIV, annex, para. 31).

30. The Spanish Government stated that the above-mentioned measures had been adopted in defence of its rights and interests in Gibraltar. It said that the measures were taken in response to the unilateral decision of the United Kingdom to promulgate a new Constitution for Gibraltar, an act that, as stated above (see para. 24), was regarded by Spain as being in open disregard of United Nations resolutions on Gibraltar and, in view of the fact that the Territory's status had been changed by the new Constitution, a violation of the Treaty of Utrecht of 1713. The Spanish Government claimed that the Territory's change of status had been adopted for the exclusive benefit of British military interests and not, as was asserted by the United Kingdom Government, in the interests of the inhabitants of Gibraltar.

31. In Gibraltar, the new measures causing the effective withdrawal of Spanish workers from 9 June 1969, were reported to have deprived the Territory of about one third of its normal labour force. Primarily affected by the new situation were said to be the naval dockyards, which were reported to have been employing nearly 1,000 Spanish workers, and the building industry, which reportedly employed 2,000 Spaniards, the withdrawal of whom, it was said, would inevitably affect Gibraltar's plans for increasing tourist accommodation and revenue fourfold by 1973. However, certain contingency plans, such as the use of substitute labour and the use of British military personnel in the dockyards were being applied, although it was said that these would take some time before becoming fully effective. On 12 June it was reported that a three-man team from the United Kingdom Ministry of Public Buildings and Works had arrived in Gibraltar to study the problems facing Gibraltar's building industry.

32. On 10 June 1969, the Gibraltar Legislative Council passed an ordinance that was to have effect for six months whose object was to prevent people from being drawn away from work in essential services by offers of higher pay due to the sudden labour shortage. Under this ordinance, the transfer of workers from one employment to another would be made subject to authorization by the Director of Labour. This authorization would be given subject only to the needs of the emergency, but workers would be able to take their cases to an appeals tribunal. However, to help fill the vacuum left by the withdrawal of the Spanish workers, spare-time jobs were encouraged. Gibraltar's 900 government servants were reported to have been allowed to take part-time jobs. It was later reported that the Gibraltar Chamber of Commerce had set up an employment exchange to handle offers of spare-time help.

33. In reply to questions in the United Kingdom House of Commons, the Foreign and Commonwealth Secretary indicated that a report on manpower problems in Gibraltar by Lord Beeching, initiated in 1968, had now been completed and presented to the Governor of Gibraltar. He stated that the Governor was confident that essential services would be maintained. Referring to the Spanish Government's reasons for applying its new measures in regard to Gibraltar, the Foreign and Commonwealth Secretary reiterated the United Kingdom's contention that the new Constitution for Gibraltar did not entail any change in Gibraltar's international status. It provided, he said, for the devolution of a greater degree of responsibility in domestic matters to Gibraltar ministers.

34. The closure of the Spanish police control and customs posts at La Línea did not immediately affect the ferry service between Algeciras and Gibraltar, although it was reported that on 11 June the first of the seven daily crossings affected by this service had been cancelled for lack of passengers. Usually this early morning crossing had carried Spanish workers going to work in Gibraltar.

35. On 25 June 1969, the Spanish Foreign Minister, in a note delivered to the British Embassy in Madrid, announced that the ferry service between Algeciras and Gibraltar would be suspended from 27 June. The Spanish note was delivered in reply to a British proposal to operate the ferry in view of the loss of revenue resulting from the withdrawal of the Spanish labour force. In his note, the Foreign Minister of Spain stated that the service was being suspended because of an incident in which a number of Spanish workers who had crossed on the ferry to collect debts owed them had been prevented from disembarking in Gibraltar on the grounds that they did not possess valid passports and, further, that they had been insulted by a group of Gibraltarians assembled on the quay. The Foreign Minister concluded by stating that any question relating to communications affecting Gibraltar could be raised by the United Kingdom Government for discussion in the negotiations which the two Governments were called upon to undertake in accordance with the recommendations of the United Nations General Assembly.

36. According to a statement by the Governor of Gibraltar, the Spanish workers had been told that in future Spaniards without passports could only enter the Territory to collect pensions and back pay on the normal days for this purpose. In a statement in the House of Commons on 26 June and in an Aide-Mémoire delivered to the Spanish Ambassador the following day, the British Foreign and Commonwealth Secretary said that the interruption of normal maritime connexions between Gibraltar and Spain, which was contrary to the Treaty of Utrecht, flouted

standards of international behaviour accepted by modern Governments, contradicted the concern which the Spanish Government professed to feel for the interests of the people of Gibraltar and served only to contribute to the difficulties which lay in the way of a solution to the problem.

#### Spanish offer of facilities and option of Spanish nationality for Gibraltarians

37. By a decree-law promulgated in Madrid on 4 July 1969, the Spanish Government offered certain facilities in Spain to the "civilian residents of Gibraltar" wishing to transfer their domicile to Spanish Territory. These facilities included (a) the opportunity to import their personal and movable property, including vehicles, pleasure craft and the like, free of duties; (b) the opportunity to transfer to Spain their businesses, industries and commercial operations without payment of duties; (c) the opportunity to incorporate into the Spanish system of education and confirm their academic titles and their studies, enabling them in this way to continue their education or practise their professions in Spain; (d) finally, a further facility, which, it was stated, should in no case be viewed as a condition, the opportunity of quickly acquiring Spanish nationality, if they so desired.

38. In a letter to the Secretary-General dated 7 July 1969 to which was attached the full text of the decree law (see A/7550/Add.2), the Deputy Permanent Representative of Spain explained the circumstances leading to the Spanish Government's decision to make the above-mentioned offer. He stated inter alia that the offer by the Government of Spain to the "civilian residents of Gibraltar" had been made "with a view to mitigating the harmful consequences to those residents which might result from the situation created by the United Kingdom...". The letter concluded: "To sum up, having been unable to guarantee jointly with the United Kingdom and the United Nations the future status of the city of Gibraltar which Her Britannic Majesty's Government does not wish to negotiate, the Spanish Government welcomes the civilian residents of Gibraltar to its own territory, something which is not being done by the United Kingdom Government, through whose fault the problem of Gibraltar remains unsolved, while the residents of the city are offered no better future than one of economic and social isolation."

#### General elections in Gibraltar. and formation of new Gibraltar Government

39. As previously announced (see para. 23 above) a general election for elected members of the House of Assembly established under the new Constitution took place on 30 July 1969. Nineteen candidates contested the fifteen seats of the new House of Assembly and it was reported that 10,318 out of an electorate of 14,445 persons voted in the poll. The results gave seven seats to the Association for the Advancement of Civil Rights, the party of the Chief Minister, Sir Joshua Hassan, also known as the Labour Party; five seats to the Integration with Britain Party headed by Major Robert Peliza; and three seats to the Isola or Independent Party, headed by Peter Isola.

40. It was reported on 6 August 1969 that agreement had been reached between the Integration with Britain Party's five elected members and the Isola or Independent Party's three elected members to form an eight-man coalition government to ensure a majority in the new House of Assembly. The formal appointment of the new

Government took place on 11 August; the Chief Minister was Major Robert Peliza, head of the Integration with Britain Party.

#### Proposed resumption of Anglo-Spanish talks

41. An exchange of letters between the Secretary-General and the Permanent Representatives of Spain and the United Kingdom on the question of implementation of General Assembly resolution 2429 (XXIII) of 18 December 1968, was published by the Secretary-General on 2 May 1969 (A/7550). In his letter dated 9 April 1969, replying to a letter from the Secretary-General dated 7 January 1969 transmitting resolution 2429 (XXIII), the Permanent Representative of Spain said that under the above-mentioned resolution, it was for the United Kingdom to propose the opening of Anglo-Spanish talks on Gibraltar. He stated that his Government was disposed to respond favourably to any British proposals aimed at implementing that resolution. The letter called upon the Secretary-General to give all possible assistance to "ensure that Her Britannic Majesty's Government begins the expected negotiations and is thus able to implement resolution 2429 (XXIII) within the period stated in that resolution". In a note dated 23 January, the Acting Permanent Representative of the United Kingdom acknowledged the Secretary-General's letter transmitting resolution 2429 (XXIII) and stated that the resolution had been forwarded to his Government. No direct reference was made to the proposed resumption of Anglo-Spanish talks by the United Kingdom representative in his letter of 5 August (see para. 26 above) although in one of its last paragraphs it spoke of "the importance of the creation of the right atmosphere for proposals towards a settlement...".

#### Military exercise in Gibraltar h/

42. A joint service exercise named "Exercise Rock Climb" was carried out by United Kingdom armed forces on Gibraltar in the early morning of 8 August 1969. This exercise was reported to have consisted of a mock assault on the Territory by a force of 445 Royal Marine Commandos from the 23,300-ton aircraft carrier H.M.S. Bulwark using a number of Wessex helicopters and landing craft. This simulated attack was resisted in mock defence by a force of over 1,000 Army and Navy personnel. The troops involved were reported to include the 2nd Bn. the Royal Irish Rangers, No. 1 Coy. of the 2nd Bn. the Royal Anglian Regiment, the 1st Fortress Squadron, Royal Engineers and the 60th Field Squadron, Royal Engineers. In addition, the local Territorial and National Service Unit, the Gibraltar Regiment, also took part in the exercise. At the same time two Royal Air Force Hunter fighter aircraft were reported to be carrying out a separate exercise on radar control procedure round the Rock. It was also reported that the annual exercise of the Royal Naval Reserve involving a mine-sweeper Squadron manned by reservists had begun at about the same time off Gibraltar and would last about four weeks.

43. During the exercise it was reported that four Spanish warships, comprising two corvettes, the Diana and Villa de Bilbao and two minesweepers, took up

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h/ An account of military activities connected with Gibraltar for the period prior to this incident is contained in the Secretariat's working paper prepared for the Special Committee's Sub-Committee I (A/AC.109/L.604, annex IV).

watching positions nearby. Four Spanish Starfighters were also reported to have flown near the area of the exercise.

44. In a letter to the Secretary-General dated 8 August (see A/7550/Add.3), the Permanent Representative of Spain expressed his Government's reaction to the military exercise. He claimed that the United Kingdom not only had failed to comply with the United Nations resolutions on Gibraltar but was publicly defying the Organization's recommendations with a show of military force. This proved that the United Kingdom Government's only interest in the Territory was the military base and this was the real reason why the United Kingdom refused to negotiate with Spain while Spain on her part had shown her will to negotiate. The Permanent Representative of Spain claimed that the United Kingdom Government's action constituted an impediment to the lessening of tension in the area and was likely to create a situation giving rise to incidents. It was not in conformity with United Nations resolutions calling for the settlement of this problem by peaceful means.

45. It was reported from the Commanding Officer of the aircraft carrier H.M.S. Bulwark that the exercise had been planned four months ago. A United Kingdom Government spokesman announcing the exercise on 5 August described it as routine.

#### New Governor for Gibraltar

46. A new Governor of Gibraltar was sworn in on 17 April 1969. He was Admiral of the Fleet, Sir Varyl Begg, and he succeeded General Sir Gerald Lathbury, the former Governor.

### 3. ECONOMIC CONDITIONS

47. The economy of Gibraltar continues to depend very largely on the entrepôt trade and re-exports as well as the provision of supplies to visiting ships and tourists and to the military personnel attached to the base. Apart from the dockyards and installations serving United Kingdom naval forces, the port facilities also include a small but important commercial ship repair yard. There are a number of relatively small industrial concerns engaged in tobacco and coffee processing and bottling of beer, mineral waters, etc., mainly for local consumption. Others are engaged in the manufacture of cotton textile goods, produced mainly for export.

48. Efforts to broaden the Territory's economic base are, however, oriented mainly towards developing the tourist industry by establishing Gibraltar as a tourist resort in its own right rather than as a transit point for tourists going to Spain or North Africa.

49. During 1967, an £80,000 programme of improvements to beaches and related tourist facilities, financed by the United Kingdom Ministry of Overseas Development, was completed. These included the construction of beach amenities, terraces and landscaping.

50. During the same year, 137 cruise ships called at Gibraltar bringing 90,210 excursion visitors to see the tourist attractions of the Rock and to take

advantage of the virtually duty-free shopping there. This represented a 4.7 per cent increase in excursion visitors over 1966. There was also a considerable increase in the use of the marina by yachts cruising in the Mediterranean. The advantages of good maintenance and servicing facilities also contributed to an increase in the number of yachts wintering in Gibraltar.

51. In the drive to promote tourism, the construction of hotels was a prime objective. On 17 December 1968, Gibraltar's Minister for Economic Development, Mr. S.A. Seruya, announced that the United Kingdom Government had agreed in principle to grant Gibraltar a loan of £600,000 for hotel development. The aid was additional to a loan of £125,000 already approved by the United Kingdom for a holiday complex on the Mediterranean coast and a further £170,000 offered for the extension of two existing hotels. Of the new loan of £600,000, £250,000 would go to the British firm of Parcar and the remainder to the Gibraltar Casino Company. It was estimated that on completion of the above-mentioned projects, the number of tourist beds in Gibraltar would increase by approximately 2,000. This would almost treble the existing tourist hotel capacity.

52. Public revenue for the year 1967 totalled £2,339,973, the main source being customs and excise taxes. Expenditure for 1967 totalled £2,973,019, the largest item being social services (including rehousing and town planning) amounting to £1,602,856. Expenditure of a capital nature was financed through the Improvement and Development Fund and during 1967, expenditure met out of the Fund totalled £862,387, of which £627,015 was spent on housing, £92,881 on tourist development projects, £80,813 for land purchases, £61,149 for schools, £384 for other public works, and £145 for road improvement. This expenditure was included, duly apportioned, in the total of £2,973,019. The Improvement and Development Fund's main sources of finance were grants from Commonwealth Development and Welfare funds and a loan from the Commonwealth Development Corporation.

53. The revised estimates of public revenue were £2,389,420 for 1968 and £2,396,930 for 1969. The revised estimate of expenditure for 1968 was £2,399,221 and the estimate for 1969 was £2,410,762.

#### 4. SOCIAL CONDITIONS

##### Public health

54. Actual expenditure on medical services in 1967 was £281,040; the revised estimate for 1968 was £308,829 and the estimate for 1969 was £325,490. The government hospital services of the Territory consisted of the following four hospitals: St. Bernard's Hospital, with 110 beds, which provides a comprehensive out-patient service and in-patient treatment for acute medical and surgical cases, as well as a maternity section and a ward for elderly sick patients with a small isolation unit; King George V Hospital, with 60 beds, catering for chest and heart diseases and other medical cases; St. Joseph's Hospital, with accommodation for 60 patients, which provides treatment for mental diseases; and the Infectious Diseases Hospital, with 10 beds, which is maintained in fulfilment of the requirements of the International Sanitary Conventions for Maritime and Aerial Navigation.

## Housing

55. Public expenditure on housing amounted to £627,000 in 1967. Construction work totalling £624,000 was in hand at the end of the year. Fifty-six flats were completed by the Government during 1967 and 415 flats were in the course of construction. A further 146 flats either became available or were nearing completion by the end of 1967 as a result of construction undertaken by private enterprise.

56. It was reported that the Gibraltar Government had awarded a contract valued at over £1.25 million to Humphreys, a United Kingdom firm of building and civil engineering contractors, for the construction of 263 flats on the Glacis estate. It was planned that the development would consist of eight blocks, five and six storeys high, containing one, two and four-bedroom flats and three-bedroom maisonettes.

## 5. EDUCATIONAL CONDITIONS

57. Expenditure on education for 1968 totalled £285,677 of which £265,432 came from territorial revenue and £20,245 was furnished by the United Kingdom. Recurrent expenditure amounted to £257,380. The revised estimate for 1969 is £298,427.

58. At the end of 1968 there were twelve Government primary schools with an enrolment of 2,663 pupils, and three private schools with an enrolment of 605 pupils.

59. At the secondary level, there were two selective grammar schools (one for boys and one for girls), with an enrolment of 572 pupils (305 boys and 267 girls), and four non-selective secondary modern schools, with 1,106 pupils (510 girls and 596 boys). There were also 36 pupils receiving secondary education in private schools, as well as 74 students attending two technical schools as follows: 30 students at the Gibraltar and Dockyard Technical College and 44 girls attending a commercial course at St. David's School.

60. At the end of 1968 there were 227 full-time teachers employed in Government and private schools, of whom 66 were men and 161 were women. Of these teachers, 130 had received training and 97 were untrained. Untrained staff had, however, received secondary education.

61. The first of two additional primary schools for the children of the personnel of the United Kingdom Armed Services was opened in April 1969. The second is due to be opened by April 1970. On 1 January 1969, the British Ministry of Defence took over from the Government of Gibraltar responsibility for the primary education of children of the personnel of the Armed Services in Gibraltar. The Government of Gibraltar, however, still retained responsibility for their secondary education.

## CHAPTER XII

### FRENCH SOMALILAND

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to take up French Somaliland as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 715th meeting on 25 September 1969.
3. In its consideration of the item, the Special Committee, aware that the General Assembly at its twenty-third session had decided to postpone consideration of the question of French Somaliland to its twenty-fourth session, took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968 on the question of the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples. By paragraph 11 of that resolution the Special Committee was requested by the General Assembly "to continue to perform its task and to seek suitable means for the immediate and full implementation of the Declaration in all Territories which have not yet attained independence".
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to this chapter) containing information on action taken previously by the Special Committee as well as by the General Assembly, and on the latest developments in the Territory.
5. Also placed before the Special Committee were two petitions dated 16 April and 19 May 1969 from Mr. Aden Roble Awale, Secretary-General of the Front de Libération de la Côte des Somalis (FLCS) (A/AC.109/PET.1091 and Add.1).

#### B. DECISION OF THE SPECIAL COMMITTEE

6. At its 715th meeting, the Special Committee, on the proposal of the representative of Ethiopia, supported by the representatives of Madagascar, the

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Note by the Rapporteur: Terminology Bulletin No. 240 issued by the Secretariat on 15 April 1968 (ST/SC/SER.F/240) reads as follows:

"The new name of the Territory formerly known as French Somaliland is: French Territory of the Afars and the Issas...."

"This designation, which is being introduced at the request of the administering Power, should be used in all documents with the exception of those records of texts in which the speaker or author has used a different terminology."



Ivory Coast and the United Republic of Tanzania, and following a statement by the Chairman (A/AC.109/PV.715), decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives the General Assembly might give in that connexion, to give consideration to the item at its next session.



ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.583.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE  
GENERAL ASSEMBLY

1. The question of French Somaliland, a/ now called the French Territory of the Afars and the Issas, was first considered by the Special Committee and the General Assembly in 1966. Action taken by the General Assembly prior to 1968 consisted of the adoption of resolutions 2228 (XXI) of 20 December 1966 and 2356 (XXII) of 19 December 1967, the operative paragraphs of which are set out in the reports of the Special Committee to the General Assembly at its twenty-second and twenty-third sessions. b/ The Special Committee, having considered the item on several occasions in 1966 and 1967, adopted a resolution on 15 March 1967, which is set out in the Committee's report to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XII, para. 128).

2. In 1968, the Special Committee considered the item on 31 October. Following a statement by its Chairman (A/AC.109/SR.646), the Committee decided to transmit to the General Assembly the working paper prepared by the Secretariat which it had before it (A/7200/Add.6, chapter XV, annex) in order to facilitate consideration of the item by the Fourth Committee, and, subject to any directives which the General Assembly might wish to give in that connexion, to consider the item at its next session.

3. During its twenty-third session, the General Assembly's Fourth Committee decided without objection, on 20 November 1968, to recommend to the General Assembly that consideration of the question of French Somaliland be postponed to its twenty-fourth session. In taking this decision, the Fourth Committee noted that, subject to any directives which the General Assembly might give in that connexion, the Special Committee had decided to consider the question at its next session.

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a/ The new designation of the Territory is French Territory of the Afars and the Issas. See Terminology Bulletin No. 240 (ST/CS/SER.F/240) issued by the Secretariat on 15 April 1968. See also A/7200/Add.6, chapter XV, annex, paras. 6 and 7, for details concerning the change of name.

b/ Official Records of the General Assembly. Twenty-second Session. Annexes, addendum to agenda item 23 (Part III) (A/6700/Rev.1), chapter XII, para. 2; A/7200/Add.6, chapter XV, annex, para. 4.

## B. INFORMATION ON THE TERRITORY c/

### INTRODUCTION

4. Information on the Territory is contained in previous reports of the Special Committee to the General Assembly at its twenty-first, twenty-second and twenty-third sessions. d/ Supplementary information is given below.

#### 1. POLITICAL DEVELOPMENTS

##### Voting in the French general elections

5. In the general elections for the French National Assembly, held in the Territory on 23 June 1968, Mr. Abdulkader Moussa Ali, a member of the Union démocratique républicaine (UDR), was re-elected as deputy for the Territory. According to press reports, he received 33,880 votes, whereas his opponent, Mr. Ahmed Moussa Ali, received 4,880 votes; 3,140 voting papers were declared invalid. Mr. Ahmed Moussa Ali had the support of both the Parti du mouvement populaire (PMP) and the Union démocratique Afar (UDA). In addition, according to reports, Mr. Hassan Gouled, at that time the leader of the Union démocratique des Issas (UDI), had called upon his supporters to put in blank papers during the first round of the voting and to cast their votes for Mr. Ahmed Moussa Ali in the second round. In the town of Djibouti itself, it was reported that Mr. Ahmed Moussa Ali received 3,104 votes, whereas Mr. Abdulkader Moussa Ali received 2,950.

##### Elections for the Territory's Chamber of Deputies

6. The first elections for the thirty-two-member Chamber of Deputies under the new statute embodied in the Law of 3 July 1967 were held on 17 November 1968 (see A/7200/Add.6, chapter XV, annex, paras. 8-28). In all, twenty-five lists, comprising ninety-nine candidates, were presented in the four electoral districts; the largest number of contestants were in the electoral districts of Djibouti (fifteen lists) and Ali-Sabieh (six lists), whereas in the districts where most of the inhabitants were Afars, only two opposing lists were presented. The elections resulted in a clear victory for the Parti du progrès et la défense des intérêts du Territoire française des Afars et des Issas, headed by Mr. Ali Aref, the incumbent President of the Government Council. Candidates of this party won twenty-three of the total of thirty-two seats in the Chamber (namely seven seats, representing two sectors, or wards, of the Djibouti electoral district, eleven from Tadjoura-Obock and five from the Dikhil electoral district). The three seats representing the district of Ali-Sabieh were won by candidates of the UDI, which was reported to have given its support to Mr. Ali Aref. The

c/ The information in this section is based on published sources.

d/ Official Records of the General Assembly, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XII; A/6700/Rev.1, chapter XII; A/7200/Add.6, chapter XV.

remaining six seats, all from one sector of the Djibouti electoral district, were won by a new party, the UPA, formed shortly before the elections by Mr. Hassan Gouled, who had previously headed the UDI (see paragraph 5 above).

7. Thus the majority party, together with the UDI controls a total of twenty-six seats and the opposition, formed by the UPA, controls six seats. Ethnically, the Chamber of Deputies comprises 16 Afars, 11 Issas (including the 6 opposition deputies), 4 Europeans and one Arab. The deputies were elected for a term of five years.

8. In accordance with the new statute, the Chamber of Deputies thereafter elected the Government Council, the composition of which was announced on 27 November 1968 as follows:

Mr. Ali Aref	- President of the Government Council and Minister of Public Works and the Port
Mr. Ahmed Dini Ahmed	- Minister of Internal Affairs
Mr. Lucien Vetillard	- Minister of Finance and of the Plan
Mr. Abdi Dembil Egal	- Minister of Labour
Mr. Omar Farah Iltireh	- Minister of the Public Service ( <u>Fonction Publique</u> )
Mr. Omar Mohammed Kamil	- Minister of Education, Sports and Youth
Mr. Hassan Mohammed Moyale	- Minister of Economic Affairs
Mr. Chelem Daoud Chehem	- Minister of Public Health and Social Affairs
Mr. Djibril Hassan Realeh	- Minister of Information and Tourism

#### Other developments

9. Speaking at a meeting of the League of Somali Youth in Mogadishu on 17 October 1968, the Prime Minister of Somalia, Mr. Mohammed Ibrahim Egal, was reported to have declared that during his talks with General de Gaulle in Paris in September, agreement had been reached on the subject of the French Territory of the Afars and the Issas. He stated that he did not wish to reveal any details of the agreement "until it has borne fruit". He added, however, that "we are seeking the reunification of Somali territories by peaceful means". Earlier, in a statement made in Paris on 20 September, following his talks with General de Gaulle, Mr. Egal had said: "There has been a modification in our policy. We have never posed as the champions of violence and of the revolutionary attitude that has prevailed during these last years. We regard Djibouti as a French colony, as a country that belongs to France, and believe that its independence should therefore be negotiated directly with France as other countries have done in the past. Once they have achieved their independence what they do with it is their own affair. But as for us, the Government and people of Somalia, we believe that we should let the inhabitants of Djibouti negotiate their future with France since France is still the administering Power of that country."

10. Later, on 4 November 1968, it was reported that the President of Somalia, Abdi Rashid Ali Shermarke, had asked the President of Mauritania, who was visiting

Somalia, to intercede with the French Government in order to persuade the latter to grant the right of self-determination and independence to the Territory.

11. According to a Djibouti radio broadcast on 12 February 1969, Mr. Ali Aref, President of the Territory's Government Council, in a statement made during a visit to Paris in February 1969, said that the good relations which he claimed existed between the Afars and the Issas were due in part to the policy of co-operation between France and Somalia, a policy which had come into being after the above-mentioned visit to Paris by the Somali Prime Minister in September 1968. One positive example of this policy had been that Somalia, which had previously refused to open a consulate in Djibouti, had now applied to open one.

## 2. ECONOMIC DEVELOPMENTS

### General

12. It was reported that the draft budget of the Port of Djibouti examined at the end of 1968 showed a revenue deficit of 93 million FD (Djibouti francs) d/ caused by the closure of the Suez Canal.

13. During his visit to Paris in February 1969 (see para. 9 above), Mr. Ali Aref, President of the Territory's Government Council, indicated that new steps were being contemplated in regard to the development of the Territory's tourist potential which would be undertaken in co-operation with Ethiopia and Kenya.

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d/ Forty-five FD (Djibouti francs) equals approximately one French franc; 250 FD equals approximately \$US1.00; 600 FD equals approximately one pound sterling.





CHAPTER XIII

FIJI

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## CHAPTER XIII

### FIJI

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of its Working Group (A/AC.109/L.537), decided, inter alia, to take up the question of Fiji as a separate item and to consider it at its plenary meetings, it being understood that the Sub-Committee on Fiji which it had established in 1967 in accordance with its resolution of 7 December 1966 1/ and General Assembly resolution 2185 (XXI) of 12 December 1966 in order "to visit Fiji for the purpose of studying at first hand the situation in the Territory and to report to the Special Committee", would continue its work.
2. The Special Committee considered the item at its 719th meeting, on 21 October.
3. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory.
4. At the 719th meeting, on 21 October, the Chairman of the Sub-Committee on Fiji, in a statement to the Special Committee (A/AC.109/PV.719), introduced the report of that Sub-Committee (see annex II to this chapter).

#### DECISION OF THE SPECIAL COMMITTEE

5. At its 719th meeting, following a statement by the representative of India (A/AC.109/PV.719), the Special Committee, on the proposal of its Chairman, decided to take note of the report of the Sub-Committee on Fiji and to transmit to the General Assembly the working paper referred to in paragraph 3 above, in order to facilitate consideration of the item by the Fourth Committee, and, subject to any directives the General Assembly might give in that connexion, to give consideration to the item at its next session.

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1/ Official Records of the General Assembly, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter VIII, para. 120.

ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.582.

## A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND THE GENERAL ASSEMBLY

1. The Territory of Fiji has been considered by the Special Committee and the General Assembly since 1963. The Special Committee's conclusions and recommendations concerning the Territory are set out in its report to the General Assembly at its eighteenth, nineteenth, twenty-first and twenty-second sessions. <sup>a/</sup> The General Assembly's decisions concerning the Territory are contained in resolutions 1951 (XVIII) of 11 December 1963, 2068 (XX) of 16 December 1965, 2185 (XXI) of 21 December 1966 and 2350 (XXII) of 19 December 1967.
2. By a resolution adopted at its 463rd meeting, on 7 September 1966, the Special Committee established a sub-committee to visit Fiji "for the purpose of studying at first hand the situation in the Territory and to report to the Special Committee...."
3. The Sub-Committee on Fiji was subsequently composed of Bulgaria, Chile, Finland, India and the United Republic of Tanzania. In a letter dated 28 August 1967, (A/AC.109/261), addressed to the Chairman of the Special Committee, the Permanent Representative of the United Kingdom of Great Britain and Northern Ireland to the United Nations stated, inter alia, that his Government did not regard a visit to Fiji by the Sub-Committee as necessary and was unable to agree to it. At its 561st meeting, on 5 September 1967, the Special Committee adopted a resolution in which it, inter alia, deeply regretted the negative attitude of the administering Power and urgently appealed to it "to reconsider its decision in order to facilitate the work of the Special Committee (A/6700/Rev.1, chapter VII, para. 101).
4. The Sub-Committee on Fiji held its first meeting on 1 July 1968. At this meeting it authorized its Chairman to request the representative of the administering Power to furnish as soon as possible information concerning the steps taken and/or envisaged by it in implementation of General Assembly resolution 2350 (XXII) of 19 December 1967. This resolution had, inter alia, reaffirmed the necessity for sending a visiting mission to Fiji and urgently appealed to the administering Power to reconsider its decision. Accordingly, the Chairman of the Sub-Committee addressed a letter, dated 1 July 1968, to the Permanent Representative of the United Kingdom requesting the information desired by the Committee.
5. The Acting Permanent Representative of the United Kingdom addressed a reply, dated 30 July 1968, to the Chairman's letter in which he stated that the United Kingdom Government regretted that it saw no grounds for varying the position set out in its letter of 28 August 1967.

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<sup>a/</sup> Official Records of the General Assembly, Eighteenth Session, Annexes, addendum to agenda item 23 (A/5446/Rev.1), chapter VII, para. 165; *ibid.*, Nineteenth Session, Annex No. 8 (A/5800/Rev.1), chapter XIII, para. 119; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter VIII, para. 120; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part II) (A/6700/Rev.1), chapter VII, para. 101.

6. In its report to the Special Committee (A/7200/Add.7, chapter XVI, annex II), the Sub-Committee deeply regretted that, owing to the continued refusal of the administering Power to receive the visiting mission in Fiji, it had not been possible to discharge the tasks entrusted to it in the resolutions of the General Assembly and of the Special Committee.

7. The Fourth Committee recommended to the General Assembly at its twenty-third session that consideration of the question be postponed to the twenty-fourth session (A/7421). In making this recommendation, the Fourth Committee noted that, subject to any directives which the General Assembly might give in this connexion, the Special Committee had decided to give consideration to the question at its next session (A/C.4/SR.1810).

8. At its 1747th meeting, on 18 December 1968, the General Assembly adopted this recommendation without objection.

## B. INFORMATION ON THE TERRITORY<sup>b/</sup>

### INTRODUCTION

9. Basic information on Fiji is contained in the report of the Special Committee to the General Assembly at its twenty-second session (A/6700/Add.5, chapter VII). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.7, chapter XVI, annex II, paras. 7-82). Further information on recent developments is set out below.

#### 1. GENERAL

10. At the end of 1968, the population was estimated to be 512,062 compared with 502,956 at the end of 1967. The composition of the population for these two years was reported as follows:

<u>Race</u>	<u>1967</u>	<u>1968</u>
Fijian	208,468	214,948
Indian	250,513	256,152
European	13,499	12,284
Part-European	10,414	10,128
Chinese	5,716	5,388
Other Pacific races	<u>14,346</u>	<u>13,162</u>
	502,956	512,062

#### 2. POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

##### General

11. The present Constitution of Fiji, promulgated in September 1966, provides for a Governor and a Council of Ministers appointed by the Governor. It empowers the Governor to appoint not more than four public officers to the Council of Ministers and such number of elected members of the Legislature as the Crown may direct by instructions. The responsibility for defence, external affairs, internal security and the public service is vested in the Governor. Subject to

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<sup>b/</sup> This section is based on published reports and on information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 23 July 1968 for the year ending 31 December 1967.

certain exceptions, the Governor is obliged to consult and act in accordance with the advice of the Council of Ministers. The Governor may act against the advice of the Council of Ministers in certain circumstances but must obtain the approval of the United Kingdom Secretary of State or report his action and his reasons to him.

12. The Legislative Council comprises not more than four official and thirty-six elected members. Of this latter number nine Fijians, nine Indians and seven general members are elected on three communal rolls. In addition, two Fijian members are elected by the Great Council of Chiefs. A further nine members are elected under a system of cross voting under which seats are reserved in equal proportions for members of these three groups. These are elected by people of all races voting together.

13. In September 1967, the Opposition walked out of the Council chamber in protest against the existing Constitution and the introduction of the ministerial system under it. The Opposition, all members of the Federation Party, continued their boycott of the Legislative Council throughout the December 1967 and April 1968 sessions. Members of the Opposition not having attended two consecutive sessions, it was therefore necessary to hold by-elections to fill the seats thus vacated. These were held from 31 August through 7 September 1968 and all nine seats were won again by candidates of the Federation Party.

14. At the end of 1968, Mr. John N. Falvey, Minister without Portfolio and a member of the Alliance Party resigned from the Council of Ministers. Although no one has been named to replace him, several shifts were made in the ministries after Mr. Falvey's retirement. Mr. Jonate Mavoia has become Minister for Social Services; Mr. Vijay R. Singh has taken over the new post of Minister for Commerce, Industry and Co-operatives, thereby reducing some of the functions of Ratu Edward Cakobau the Minister for Labour.

#### Political parties

15. In November 1968, the National Democratic Party, led by the former union leader Mr. Apisai Tora, and which is reported to have had the support of 5,000 Fijians, merged with the predominantly Indian Federation Party. The platform of the Federation Party calls for independence and elections based on a common roll. The new party is to be known as the National Federation Party.

16. The formation of another party was also reported in November - the National Political Organization of Fiji Indians. Mr. Vijay R. Singh then Minister of Social Services and at present Minister for Commerce, Industry and Co-operatives, was elected president of its interim national executive committee.

17. On 15 November 1968 Dr. Lindsay Verrier, a member of the Legislative Council, announced his defection from the Alliance Party and the formation of a new parliamentary party of the centre, called the Liberal Party. The party favours a common roll, "uniform" constituencies, allegiance to the Crown and membership in the Commonwealth. It would also negotiate immediately equal immigration privileges with Fiji's Pacific neighbours.

#### Local government

18. There are two systems of local government in the Territory, one for indigenous Fijians and one for residents in urban areas.

(a) Fijian administration

19. The Fijian Administration is a rural local government system having jurisdiction over all Fijians in the Territory. Its structure has varied over the years but is currently governed by the Fijian Affairs Ordinance of 1944 as amended to suit changing conditions. The boards and councils comprising the Fijian Administration are constituted by regulations made under this ordinance. The Territory is divided into fourteen provinces each with its own council. Elections to these councils from amongst residents and landowners of each province were conducted for the first time in 1967 on a full adult franchise amongst Fijians. These elections were held in ninety constituencies with the number of seats for each constituency being determined by the population. The newly elected and constituted provincial councils held their inaugural and 1968 budget meetings towards the end of 1967.

20. Above the provincial councils are the Great Council of Chiefs and the Fijian Affairs Board. The composition and duties of these two bodies have been described in earlier reports (see A/7200/Add.7, chapter XVI, annex I, paras. 30 and 31).

21. As has been pointed out previously the separate system of Fijian courts which hears cases arising out of Fijian Affairs Board regulations and provincial council by-laws is being gradually withdrawn. The Fijian Magistracy was withdrawn from nine of the fourteen provinces with effect from 31 December 1967 and was to have been withdrawn from the remaining five provinces as from 31 December 1968. After withdrawal, the Judicial Department of Government will provide a Territory-wide coverage of courts both for criminal and civil matters.

22. A Matrimonial Causes Bill and a Registration of Births, Deaths and Marriages bill were published in 1967 which would, when enacted, provide for a uniform system of registrations and a uniform code of matrimonial law for persons of all races living in Fiji.

(b) Urban local government

23. In 1968 there were eight local government bodies functioning in the Territory, namely:

- (i) The Suva City Council and the Lautoka Town Council, established under the Local Government (Towns) Ordinance, covering 55,000 and 12,000 persons respectively; and
- (ii) The township boards of Ba, Labasa, Levuka, Nadi, Nausori and Sigatoka, established under the Township Ordinance covering a total population of some 16,000.

24. Each township is administered by a township board, the majority of the members of which are elected on a common roll of ratepayers and residents. The number of seats varies with each board. There is also provision for a number of members to be nominated by the Minister for Fijian Affairs and Local Government and for up to three members to be appointed by the Governor, two of whom shall be an engineer and medical officer until the township boards can afford to employ adequate professional staff of their own. A description of the municipal councils was given in the last report of the Special Committee (A/7200/Add.7, chapter XVI, paras. 41-46).

25. Elections to the Labasa Township Board were held for the new term starting 2 December 1968. Sixteen candidates stood for eight elective seats: eight were on the National Federation ticket, seven were independents and one was a member of the Liberal Party. The seats were won by six of the National Federation Party candidates and two of the independents. There are also four nominated members on the board.

26. There are also six National Federation Party members on the Ba Township Board. At a full board meeting held early in 1969 the six National Federation Party members walked out in protest against the composition of sub-committees when these were being selected. The other eight members of this board are members of the Alliance Party.

### Public service

27. As reported last year, the Legislative Council decided in December 1967 to appoint a select committee to advise the Government on matters relating to further localization of the civil service. Subsequently, Sir Richard Ramage was appointed under the Scheme for Technical Assistance in the Pacific to review and advise on the localization of the civil service in Fiji with the following terms of reference: "To examine the stage of localization so far as reached in the Civil Service; to assess methods by which it can be accelerated; to prepare a programme, in detail, to cover the localization of the service by departments." The report was published in May 1968.

28. The Government of Fiji welcomed the report and proposed to adopt it in general, as the basis of its policy for the localization of the civil service. In doing so, the Government drew attention to the major aspects of the report. These include the following: (i) in the public interest a reasonable standard of efficiency should be maintained, and in particular there should be no decline in the standard of integrity required of public officers; (ii) the statutory requirements that each community, as far as possible, receives fair treatment in the number and distribution of public offices to which appointments are made, should be interpreted as meaning there should be a balance in the civil service as a whole, undue imbalance being avoided in certain "sensitive" departments; (iii) the general methods of training and preparation for appointment or promotion should include overseas scholarships, overseas in-service training, selection of graduates from the University of the South Pacific, creation of supernumerary posts, attraction back of local persons working outside the Territory, review and local training of serving officers, and use of a training grade; (iv) an appropriate amendment should be made to Public Service Commission Regulations to provide that in cases of promotion (in addition to appointment, which is already provided for), a qualified local officer shall be given preference over an expatriate officer (an amendment to the Constitution would also be necessary); (v) a limited compensation scheme should be introduced to enable the displacement or supercession of permanent and pensionable expatriate officers if localization is to be effectively implemented at senior levels; (vi) localization and training should be co-ordinated under a director with appropriate supporting staff to oversee the present Training Centre and be responsible to the Chief Minister; (vii) the Scholarship Committee and the Training Policy Committee should be reconstituted to form a single committee; (viii) arrangements should be made in overseas countries where there are appreciable numbers of Fiji students to ensure that close and sympathetic supervision and liaison is maintained, by the appointment of part-time student liaison officers, and by increasing contacts between students and government departments for service in which their courses of study are likely to be appropriate.



29. The appendix to the report contains departmental programmes of localization. It is proposed by the Government to accept these as guidelines for further planning and action but not in unalterable detail. The recommendations for training of all kinds recommended in the report have been estimated to cost an average of £80,000 per annum for the next six years. Costs for related matters have been estimated to cost an additional £12,000 annually.

### 3. ECONOMIC CONDITIONS

#### General

30. The economy of Fiji is predominantly agricultural and heavily dependent on foreign trade. There are four main industries: sugar, copra, gold mining and tourism, of which sugar is at present considered the most important. c/ During 1967, world sugar prices fluctuated from £12.5s.0d. per ton in January to £32 at the time of the Middle East crisis in June. Through the Commonwealth Sugar Agreement, Fiji again disposed of 140,000 tons of sugar manufactured in 1967 at £47.10s.0d. Fiji exported 318,142 tons of sugar during 1967 at a value of £F11.559 million, d/ compared with 238,903 tons in 1966.

31. The International Sugar Agreement the text of which was adopted by the United Nations Conference on Trade and Development (UNCTAD) on 24 October 1968 (TD/SUGAR.7/10) established an International Sugar Organization to administer provisions of the Agreement and to supervise its operations. The organization, headquartered in London, is the successor of the International Sugar Council which operated under the International Sugar Agreement of 1958. The new Agreement entered provisionally into force on 1 January 1969 in accordance with paragraph 2 of article 63 of the Agreement.

32. According to articles 35, 38 and 40, during the first three years of the Agreement, Fiji is to have a basic export quota of 155,000 tons but this includes neither the negotiated price quotas exported to the United Kingdom under the Commonwealth Sugar Agreement nor exports to the United States of America.

33. It is reported that the conditions under which the Territory sells sugar under the Commonwealth Sugar Agreement would be maintained until 1977, subject to a provision concerning the United Kingdom's application to join the European Economic Community.

34. There was a steady rise in the price of copra which, with the advantage of devaluation, reached £F88 per ton for first grade quality at the end of 1967. Production, however, continued to decline: 24,441 tons were produced in 1967 compared with 25,335 in 1966. In his first speech to the Legislative Council, however, the new Governor of Fiji announced that copra production in 1968 had increased slightly to 27,970 tons.

35. It is reported that a London firm of consultants has been selected to carry out an objective investigation into the marketing and processing of Fiji copra.

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c/ For further information on economic conditions see Official Records of the General Assembly, Twenty-second Session, Annexes, agenda item 24 (A/6868/Add.1), appendix IV; A/7320/Add.1, appendix XI.

d/ Fiji adopted a decimal currency on 13 January 1969. One Fijian pound (£F1) equals \$F2.00; one pound sterling equals \$F2.50; and \$US1.00 equals 95 Fijian cents.

Four consultants with specialist knowledge in such fields as economics, marketing and engineering will carry out the study and present their report late in 1969.

36. A total of 112,698 fine ounces of unrefined gold, valued at £F1,573,000 was exported in 1967, compared with 109,732 fine ounces valued at £F1,515,000 in the previous year.

37. The increasing tourist trade, according to the administering Power, was an undoubted factor in helping to offset the unfavourable trend in produce exports. A total of 56,021 people visited Fiji in 1967 for twenty-four hours or longer and spent approximately £F7 million, a record figure. In 1968, it is reported, 66,458 people visited the Territory and spent a total of \$F17.7 million. e/ Figures reportedly issued by the local Bureau of Statistics showed that of this number Australians accounted for 32 per cent; United States citizens, 25 per cent; New Zealanders, 19 per cent; Pacific Islanders, 9 per cent; and the rest, 15 per cent. A significant increase in the number of passengers in cruise ships was also recorded: 71,554.

38. It was calculated that by the end of 1968 there would be 1,541 hotel rooms in the Territory (648 of them in Suva, the capital) and that the annual demand would be for 1,348 rooms.

39. The administering Power reports that economically 1967 was a better year than 1966, despite the fact that proceeds from the 1966 sugar crop continued to be depressed by poor growing conditions and very low world sugar prices. The other principal agricultural exports also fared poorly, the high prices for copra at the close of the year being offset by the low production. The revised estimate for revenue in 1967 was £F14,151,614 compared with £F12,503,590 for 1966. The revised estimate for expenditure in 1967 was £F14,584,860, compared with £F12,584,805 for 1966.

40. Domestic exports and re-exports for 1967 were provisionally valued at £F16,805,126 and £F3,872,517 respectively, compared with £F16,126,984 and £F3,330,019 respectively for 1966. Total imports for 1967 were provisionally valued at £F28,145,379 compared with £F25,272,382 for 1966.

41. Funds for development. The public debt for the financial year ending 31 December 1967 was £F14,327,060 comprised of £F2,420,365 in loans raised overseas and £F11,906,695 in loans raised locally. The comparable total sum on 31 December 1968 was \$F32,173,820.

42. It was reported that the large number of relatively small loans made by the Fiji Agricultural and Industrial Loans Board and its successor, the Fiji Development Bank, in support of the Government's agricultural development programme were primarily responsible for a net deficit of \$F23,754 during the bank's first working year.

43. In the bank's report for the year ending 30 June 1968 the deficit was attributed primarily to the agricultural loans, which necessitated an extensive

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e/ Ibid.

and highly supervised credit service. Associated expenses were substantially in excess of the interest which the bank could expect to derive from such loans. The situation was further aggravated by the inability of many newly settled farmers to meet more than a portion of the interest payments which became due while their projects were still in the early stages of development.

44. The report stated that the operating deficit was offset to some extent by more profitable activities in support of industrial development. Loans to finance industry were at a considerably higher average level than those required by the agricultural community and the associated costs of administration were considerably lower.

45. The liabilities and assets of the Agricultural and Industrial Loans Board were assumed by the Fiji Development Bank on 1 July 1967. Legislation gave the bank almost unlimited powers to assist in the promotion of natural resources, transportation and other industries in Fiji. During the year ending 30 June 1968, the bank lent a total of \$F510,758 to finance a variety of enterprises in the industrial field. A further \$F230,218 was lent for agricultural development.

46. In his 1969 budget speech to the Legislative Council in November 1968, Mr. H.P. Ritchie, Minister of Finance, stated that Fiji was planning to finance a record expenditure in 1969 without any additional taxation. Capital expenditure on development projects was estimated at \$F9,899,973. He also informed the Council that preliminary work had begun on a new development plan for 1971 to 1975 to be presented sometime in 1970. f/

47. Mr. Ritchie expressed the hope that it would be possible in 1970, as a result of borrowing from Nauru and other sources, to reduce substantially the deficit. The Nauruan Government had recommended to the trustees of its funds, that a loan be granted of \$A2,250,000 to the Fiji Government in 1970. If the trustees agreed, this would considerably assist the financing of the development plan.

48. At its meeting in February 1969, Fiji's Council of Chiefs adopted a report recommending the establishment of a Fijian Investment and Development Corporation, Ltd. with an authorized capital of \$F2 million. The primary object of the corporation would be to promote Fijian participation in all fields of economic activity. Among the methods suggested for financing the corporation were share participation by the Fijian public and by the Fijian Affairs Board, share investment or loan finance from the Fijian Development Fund Board and government assistance. The corporation's authorized share capital of \$F2 million was envisaged as being divided into two million shares of \$F1.00 each. It was suggested that no projects be initiated until \$F50,000 of paid-up capital was available.

#### Land

49. The administering Power reports that of the 319,000 acres of Crown land, 87,000 acres were in freehold, 85,000 acres had been declared vacant by the Native Lands Commission and (commonly known as Crown Land Schedule B) 147,000 acres

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f/ See A/6868/Add.1, appendix IV, paras. 20-25; A/7320/Add.1, appendix XI, paras. 9-15.

were Fijian land whose owning units had become extinct (known as Schedule A land). No other changes in land distribution were reported in the period under review. Rents for Schedule A land (approximately £F15,800 in 1967) are paid into general revenue and those from Schedule B land (approximately £F3,000 for 1967) are paid into a special fund controlled by the Fijian Affairs Board.

#### 4. SOCIAL CONDITIONS

##### General

50. In the last months of 1968 and the beginning of 1969, approximately 100 United States Peace Corps volunteers were reported to have arrived in Fiji to assist in the development of the Territory. To prepare for their assignments, they had completed a training course at the University of Molokai in Hawaii, concentrating on Fijian and Hindi language studies as well as on the history and culture of the island group. Assignment of volunteers has been made to the Co-operatives Department, the Medical Department and to the Fisheries Division of the Department of Agriculture, among others.

##### Labour

51. As at 30 June 1967, there were 30,698 persons employed for wages compared with 28,522 in the previous year. These figures relate solely to manual workers in regular wage-earning employment. Self-employed persons, such as dock workers and cane cutters, domestic servants, office workers, supervisory staff and established members of the civil service are not included in these figures.

52. The wages and conditions of almost two thirds of the labour force are regulated by voluntary collective agreements negotiated between trade unions and employers. In addition, it is estimated by the administering Power that a further 7,500 persons are covered by statutory Wages Regulations Orders made under the Wages Councils Ordinance for employees in the hotel and catering trades, the building trade, the civil and electrical engineering professions, the road transport industry and the wholesale and retail trades. Wages are otherwise determined by agreement between individual workers and their employers. The average basic wage for unskilled workers provided for in negotiated collective agreements was about 2s.4d. an hour and varying differentials for skill apply.

53. A Manpower Resources Council was set up by the Legislative Council in 1967. It has eleven members, the majority of which are not in the Government. The Chairman is also the Chairman of the Public Service Commission. The Council's main functions are to match individuals with jobs, so that trained manpower is used in the best possible way in the interests of individuals and employers concerned; and to ensure that the necessary trained manpower is available for the implementation of present and future development plans, so that these may be fulfilled to their maximum extent.

54. Four new trade unions were registered under the Trade Unions Ordinance during 1967: the Viti Registered Nurses' Association; the Printing and Allied Trades' Union; the Suva City Council Staff Association; and the Native Land Trust Employees' Association. It was reported in May that the Fiji Cinema Workers' Union was registered, bringing the number of registered trade unions to twenty-six.

55. The Labour Department operates an employment service from its Suva, Lautoka and Labasa offices. Persons outside these centres may register for work at the nearest district office. In 1967, 3,688 persons registered for employment and

369 persons were placed in employment. These figures compare with 2,544 persons registered and 322 placements in 1966.

56. By agreement with the Government of New Zealand, revised arrangements were brought into effect on 15 January 1967 governing Fiji residents entering that country for short-term employment. The new arrangements provided for the notification of vacancies in New Zealand to the Fiji Labour Department, the registration of applicants seeking work in New Zealand, and for the issue of work permits to suitable local applicants. The scheme was suspended 8 June 1967 at the request of the New Zealand Government pending an assessment of the employment situation there. During the period that the scheme was in operation 1,186 vacancies were notified, 1,762 applications for employment were received and 881 persons went to New Zealand to take up employment.

57. The number of man-days lost in 1967 as a result of strike action showed a substantial increase over 1966. Altogether there were twelve strikes during the year involving a total of 1,421 employees and incurring a loss of 7,308 man-days, compared with two strikes and the loss of 101 man-days in 1966. In addition to trade disputes formally reported under the Trade Disputes (Arbitration, Inquiry and Settlement) Ordinance, a total of 1,286 minor disputes, mainly involving individuals or small groups of workers, were dealt with on an ad hoc basis by officers of the Department of Labour.

#### Public health

58. The total recurrent expenditure on public health in 1967 was estimated at £F1,410,355, and capital expenditure at £F460,844, compared with £F1,346,399 and £F326,638 respectively for 1966. Other notable items of estimated expenditure were: South Pacific Health Service, £F9,895; Fiji School of Medicine, £F46,870; Fiji Leprosy Hospital, Makogai, £F39,900; research library £F1,930; and family planning, £F15,292.

59. The United Nations Children's Fund (UNICEF) has apportioned \$US108,500 to improve and extend Fiji's maternal and child health services through the establishment of health centres to replace forty-five widely scattered dispensaries, as well as the intensification of medical officers' and nurses' training. (E/ICEF/582, p. 30.) In addition, the Territory's major single cause of death, tuberculosis, is being fought with a number of weapons including direct vaccination of new-born babies, testing and vaccination of school children, X-ray examinations and chemotherapy. To raise the standard of hygiene in the communities and schools, water supply schemes which operate on a self-help basis and are strongly supported by the communities, are being carried out. An immunization programme against diphtheria, whooping cough and tetanus is progressing satisfactorily and efforts are being made to immunize all expectant mothers against tetanus.

60. UNICEF is providing equipment for health centres, drugs, transport and piping.

### 5. EDUCATIONAL CONDITIONS

61. In 1967, the primary and secondary school enrolments were 104,971 and 10,055 respectively, compared with 99,138 and 8,466 for 1966. The number of full-time pupils in technical and vocational schools was 785, an increase of 52 over 1966; 313 students were attending teacher-training colleges compared with 280 in the previous year. In addition, 27 students completed intensive four-month teacher-

training courses. Moreover, 221 students were studying overseas on scholarships with a minimum duration of one year; of these scholarships, sixty were held by students intending to teach or by teachers undergoing further training.

62. In 1967, there were 658 schools scattered over fifty-five islands. They were staffed by 3,588 teachers, of whom 2,736 or 76.2 per cent, were trained. In addition, there were forty-three kindergartens.

63. Government gross expenditure on education for 1967 was estimated to be £F2,220,000 compared with £F2,049,759 for 1966.

64. As one step in the improvement of Fiji's primary education, UNICEF has apportioned \$US7,000 to produce teachers' handbooks on health and physical education and reading cards to accompany the social studies textbooks. (E/ICEF/582, p. 31.) Approximately 112,000 school children from six to thirteen years of age will benefit.

65. UNICEF is providing paper, printing costs and honoraria for writers of textbooks.

66. A Higher Education Mission under the chairmanship of Sir Charles Morris and comprised of representatives from Australia and New Zealand, as well as from the United Kingdom spent some weeks in Fiji at the end of 1965 and submitted a report in May 1966. The Mission recommended the setting up of the University of the South Pacific in the buildings vacated by the Royal New Zealand Air Force at Laucala Bay, Suva, which the New Zealand Government agreed to provide at no charge. In March 1967, the United Kingdom Government gave £1,250,000 towards the capital cost of establishing the University and promised to help meet the cost of employing British staff.

67. The University of the South Pacific was officially established by ordinance passed in the Fiji Legislative Council in July 1967. The ordinance set up an interim council of chairman, vice-chairman, vice-chancellor designate, five members to be appointed by the Fiji Government, three by the Western Pacific High Commission, two by Western Samoa, and one each from Tonga, the Cook Islands and other Pacific countries.

68. The purpose of the university is to attract students from all the British South Pacific territories except from Papua and New Guinea, which has a university of its own. The original conception of the university at Fiji was that it should embrace the Theological College, the Fiji College of Agriculture and the Fiji College of Medicine.

69. Preliminary courses began in February 1968 with 160 students drawn from a large number of Pacific countries. Staff for the courses were mainly recruited from New Zealand engaged on two-year contracts under the Scheme for Co-operation between the Governments of Fiji and New Zealand.

70. It is proposed that the university have schools for social development, natural resources and education.

ANNEX II\*

REPORT OF THE SUB-COMMITTEE ON FIJI

Chairman: Mr. Per RAVNE (Norway)

1. At its 659th meeting, on 14 March 1969, the Special Committee, on the proposal of the Chairman, decided to maintain the Sub-Committee on Fiji which it had previously appointed under the terms of its resolution of 7 September 1966, "to visit Fiji for the purpose of studying at first hand the situation in the Territory and to report to the Special Committee as soon as possible". a/ Further, the Committee decided that the composition of the Sub-Committee on Fiji for the present year should be as follows: Bulgaria, Ecuador, India, Norway and the United Republic of Tanzania.

2. The Sub-Committee on Fiji held its first meeting for the current year on 20 August and unanimously elected Per Ravne (Norway) as Chairman.

3. At a meeting on 27 August 1969, the Sub-Committee authorized its Chairman to request the Government of the United Kingdom of Great Britain and Northern Ireland to enable the Sub-Committee to visit the Territory. Accordingly, the Chairman, in a letter of the same date, addressed to the Permanent Representative of the United Kingdom, requested the co-operation of the latter's Government in arranging such a visit.

4. In a letter dated 3 October 1969, the Permanent Representative of the United Kingdom addressed a reply to the Chairman's letter, in which he stated, inter alia, as follows:

"I now have the honour to inform you, on instructions, that the United Kingdom Government has given careful consideration to your letter, but regrets that it sees no grounds for varying the position set out in the letter No. 15129/62/67 of 28 August 1967, b/ to the Chairman of the Special Committee, circulated as a document of the Special Committee (A/AC.109/261)."

5. In view of the attitude maintained by the administering Power, which is contrary to the wish expressed by the General Assembly, the Sub-Committee on Fiji regrets that it has not been able to carry out its terms of reference.

6. The members of the Sub-Committee agreed to authorize the Chairman to submit the report directly to the Special Committee.

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\* Previously issued under the symbol A/AC.109/L.610.

a/ Official Records of the General Assembly, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter VIII, para. 120.

b/ In the letter under reference, the Permanent Representative of the United Kingdom stated, inter alia, that the United Kingdom Government did not regard a visit to Fiji by a Sub-Committee of the Special Committee as necessary and was unable to agree to a visit by the Sub-Committee as then proposed.





CHAPTER XIV

OMAN

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## CHAPTER XIV

### OMAN

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of its Working Group (A/AC.109/L.537), decided, inter alia, to maintain its Sub-Committee on Oman and to take up the question of Oman as a separate item and to refer it to that Sub-Committee for consideration and report.
2. The Special Committee considered the item at its 722nd meeting, on 4 November.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968 concerning the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, as well as other resolutions of the General Assembly, particularly resolution 2424 (XXIII) of 18 December 1968 concerning the question of Oman, by operative paragraph 3 of which the General Assembly requested the Special Committee "to follow the developments in the Territory of Oman and to report thereon to the General Assembly at its twenty-fourth session".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territory.
5. The Special Committee also had before it a written petition, in the form of a cable dated 15 November 1968 from Sheikh Ghalib bin Ali, Imam of Oman (A/AC.109/PET.1059).
6. At the 722nd meeting, on 4 November, the Chairman of the Special Committee read out a statement (A/AC.109/FV.722) which he had been authorized to make by the members of the Sub-Committee on Oman concerning the work of that Sub-Committee (see annex II to this chapter). At the same meeting, the Special Committee took a decision concerning the item, which is set out in paragraph 7 below.

#### B. DECISION OF THE SPECIAL COMMITTEE

7. At its 722nd meeting, on 4 November, the Special Committee, by approving the recommendation contained in the statement of the Chairman, to which reference is made in paragraph 6 above, decided to transmit to the General Assembly the working paper referred to in paragraph 4 above, in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to its item at its next session.

ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.558.

A. ACTION PREVIOUSLY TAKEN BY THE GENERAL ASSEMBLY  
AND THE SPECIAL COMMITTEE

1. The question of Oman has been considered by the General Assembly since 1960 and by the Special Committee since 1966. In June 1963, a Special Representative of the Secretary-General, Mr. Herbert de Ribbing, visited the Territory at the invitation of the Sultan of Muscat and Oman and submitted a report which was made available to the General Assembly at its eighteenth session. a/ By resolution 1948 (XVIII) of 11 December 1963, the General Assembly established an Ad Hoc Committee which examined the question and submitted a report on 8 January 1965. b/ On 17 December 1965 the General Assembly adopted resolution 2073 (XX) in which it recognized the inalienable right of the people of the Territory as a whole c/ to self-determination and independence, called upon the Government of the United Kingdom of Great Britain and Northern Ireland to implement a number of measures and invited the Special Committee to examine the situation in the Territory.

2. The Special Committee's consideration of the question of Oman is set out in its reports to the General Assembly at its twenty-first, twenty-second and twenty-third sessions. d/ The General Assembly's decisions concerning this question are contained in resolutions 1948 (XVIII) of 11 December 1963, 2073 (XX) of 17 December 1965, 2238 (XXI) of 20 December 1966, 2302 (XXII) of 12 December 1967 and 2424 (XXIII) of 18 December 1968.

3. In April 1968, the Special Committee established a Sub-Committee on Oman, composed of Iran, Iraq, Mali, the United Republic of Tanzania and Venezuela (A/7200 (Part I) chapter I, paras. 82-84). On 31 October 1968, the Special Committee decided to transmit to the General Assembly the working paper prepared by the Secretariat in order to facilitate the Fourth Committee's consideration of the item. It further decided, subject to any directives the General Assembly might wish to give in that connexion, to give consideration to the item at its next session (A/7200/Add.8, chapter XVII, para. 7).

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a/ Official Records of the General Assembly, Eighteenth Session, Annexes, agenda item 78 (A/5562).

b/ Ibid., Nineteenth Session, Annex No. 16 (A/5846).

c/ In reply to a question as to the meaning of the expression "the whole of the Territory", it was stated on behalf of the co-sponsors of the draft resolution that the Territory of Oman should comprise the whole geographical area, and should include the Trucial Sheikhdoms as well as the Sultanate of Muscat and Oman (see ibid., Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XIII, paras. 6-7).

d/ Ibid., chapter XIII; ibid., Twenty-second Session, Annexes, addendum to agenda item 23 (Part III) (A/6700/Rev.1), chapter XIII; A/7200/Add.8, chapter XVII.

4. During the twenty-third session of the General Assembly, the Fourth Committee decided to circulate a written statement submitted by two petitioners from Oman (A/C.4/717). By resolution 2424 (XXIII) of 18 December 1968, the General Assembly reaffirmed its resolutions 2238 (XXI) and 2302 (XXII), called on the Government of the United Kingdom to implement fully resolution 1514 (XV) and other relevant resolutions, and requested the Special Committee to follow the developments in the Territory of Oman and to report thereon to the General Assembly at its twenty-fourth session.

## B. INFORMATION ON THE TERRITORY<sup>e/</sup>

5. Information on the Territory is contained in previous reports of the Special Committee (see foot-note d above). Supplementary information concerning recent developments is set out below.

### 1. SULTANATE OF MUSCAT AND OMAN

#### General

6. The Sultanate of Muscat and Oman lies at the extreme south-east of the Arabian peninsula, east of the Rub-al-Khali desert. It has a total area of approximately 82,000 square miles (212,000 square kilometres). The total population of Muscat and Oman is estimated at 750,000. The capital of the Territory, Muscat, has a population of nearly 6,000. In 1967, the Kuria Muria islands were re-ceded to the Sultanate following the British withdrawal from Aden.

#### Political and constitutional developments

7. In 1968, the Sultan's Government included a Personal Adviser, Major F.C.L. Chauncy, a Military Secretary, a Secretary for External Affairs, Khan Bahadur Maqbul Husain, and an Economic Adviser, Dr. Wendell Phillips. The army of the Sultan, approximately of brigade strength, is commanded by British officers. The Air Force of the Sultanate, formed in 1959, includes five armed fighters, four light transports and a small number of BAC-167 light jet attack aircraft.

8. There is little available information on recent developments in the Sultanate. According to press reports, a treaty of friendship and co-operation was signed between the Sultan and the Ruler of Abu Dhabi in 1968 (see paragraph 15 below).

9. The Front for the Liberation of the Occupied Arabian Gulf (see paragraph 24 below), in a statement to the Press in January 1969, reaffirmed its commitment "to liberate that oil-rich region from foreign domination". According to the

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<sup>e/</sup> The information presented in this section has been derived from published sources.

Front, guerrilla activities have been conducted against the British forces of "commandos of the Oman Liberation Army" in various parts of the Sultanate, and the Air Force operating from the British base at Salalah has been carrying out raids against the villages.

Economic conditions

10. In 1966, imports amounted to £3,388,831 (compared with £3,248,075 in 1965) excluding duty-free imports for government and oil company use. The over-all import figure is reported to be about £6 million. Exports from the Sultanate before oil exports began were valued at about £500,000 annually. Trade with the United Kingdom was as follows:

	<u>1965</u>	<u>1966</u> (thousand pounds)	<u>1967</u>	<u>1968</u>
Exports to the United Kingdom	9	16	1,075	11,086
Imports from United Kingdom	2,178	3,071	2,313	2,782
Re-exports	26	5	35	114

11. The revenue of the Sultanate is derived mainly from customs receipts and annual payments by oil companies. Annual revenue is now approximately £2 million and is expected to increase.

12. The history of oil exploration in Muscat and Oman has been described in the previous report of the Special Committee (A/7200/Add.8, chapter XVII). Since last year, the export of crude oil has continued at a rate of about 7 million tons a year. The oil is carried by pipeline from the oil fields at Natik and Fahud through the Sumail Gap to a loading terminal at Saih al Malih, a few miles to the west of Muscat Town. In October 1968, Petroleum Development (Oman) Ltd. resumed exploration drilling at two sites: Maqhoul, about 50 kilometres north-west of the Fahud field, and Al-Ghobar, some 150 kilometres south of the Fahud field. According to press sources, the country will export oil worth about \$50 million a year; the Sultan's share in the royalties is expected to double within three years.

13. According to the Sultan's Economic Adviser, Dr. Phillips, the rise in the Territory's annual budget resulting from oil revenue would make it possible to carry out projects for the supply of electricity and water and the development of Matrah as the main port. Hospitals, schools, agricultural projects and road-building were planned, and a large number of foreign technicians were needed to carry them out.

14. In August 1968, it was reported that the Sultan of Muscat and Oman had awarded a £500,000 contract to Costain Civil Engineering for building a water pipeline and distribution system. Water will be piped from Wadi Sumail, where a pumping station will be built, some thirty miles to Muscat and Matrah on the coast. Branch pipelines will serve the armed forces headquarters at Bayt al-Falaj and a development area near Ras Al-Hamra. There is also a plan for the installation of a power station and electricity distribution system at Salalah by James Kilpatrick and Son, another United Kingdom company.

15. In April 1968, following a visit by the Ruler of Abu Dhabi to Sultan Said bin Taimur, it was announced that the two States had agreed to a number of co-operative arrangements including a joint currency, a communications link and economic, technical and cultural co-operation.

## 2. TRUCIAL SHEIKHDOMS

### General

16. The Trucial Sheikhdoms lie north of the Rub-Al-Khali, between the Kingdom of Saudi Arabia and the Sultanate of Muscat and Oman. The area, also known as Trucial Oman or the Trucial Coast, extends for nearly 400 miles south of the peninsula of Qatar to the Gulf of Oman. The sheikhdoms consist of seven separate political entities each headed by a Sheikh or Ruler. They are (from west to east) Abu Dhabi, Dubai, Ajman, Sharjah, Umm-al-Quaiwain, Ras-al-Khaimah and Fujairah.

17. A census was conducted in the Trucial States in March and April 1968. The approximate area and population of each State is given below:

	<u>Area</u> (square miles)	<u>Population</u>
Dubai	1,500	59,092
Ajman	100	4,245
Umm-al-Qaiwain	300	3,740
Ras-al-Khaimah	650	24,482
Fujairah	450	9,724
Sharjah	1,000	31,480
Abu Dhabi	<u>26,000</u>	<u>46,500</u>
	30,000	179,263

### Political and constitutional developments

18. Following the agreement reached in February 1968 among the nine Rulers of the Gulf on the establishment of a Federation of Arab Emirates, a "Supreme Council of the Federation" met in Abu Dhabi in July 1968 to consider further steps towards the implementation of that agreement. Decisions adopted were reported to have included the following: the establishment of a Provisional Federal Council, consisting of one member from each emirate, to work out practical solutions, including the formation of ad hoc committees to consider matters such as a common currency, the Federation's flag and national anthem and a unified postal service; the appointment of a legal expert to draft a Federal constitution within six months and a liaison committee to be set up to co-ordinate contacts between the Supreme Council and the legal expert; approval of a budget to be financed by Abu Dhabi, Bahrein, Dubai and Qatar; and election of Sheikh Khalifa bin Ahmed Al-Thani, deputy Ruler of Qatar, as chairman of the Provisional Federal Council. Future sessions of the Supreme Council were to be held in rotation in the various sheikhdoms and under a rotating chairmanship.

19. The Provisional Federal Council met in Qatar in September 1968 and adopted a number of resolutions on cultural, social and economic matters which were referred

to the Supreme Council for approval. The Council agreed on the establishment of a constitutional committee composed of representatives from Abu Dhabi, Dubai and Qatar; it also created a currency committee to sit in Bahrein; a postal services committee to sit in Dubai; a flag, national anthem and official emblem committee to sit in Sharjah; and an official gazette committee to sit in Abu Dhabi.

20. From 20 to 22 October 1968, the nine Rulers held further meetings at Doha, Qatar. According to press reports, the Rulers' main decisions were the following:

(a) Agreement in principle to create a single unified army and to engage military experts to that end. Each State would be allowed to have its own national guard, but under federal control.

(b) Citizens of the nine States would have the right to travel freely and to acquire real estate throughout the area.

(c) Foreign experts would be hired to draw up a development plan in health, education, labour, trade and other economic and social fields. The committees concerned would report on these subjects within three months. It was also agreed that priority in aid should be granted to those sheikhdoms where no oil had yet been found.

21. On 14 December 1968, it was announced in Doha that measures to unify the educational systems and labour and insurance legislation of the nine members of the Federation had been adopted by the respective committees.

22. In February 1969, the Rulers of Abu Dhabi, Dubai, Qatar and Ras-al-Khaimah met to discuss certain internal disputes which existed between the States. An agreement was reportedly signed by the Sheikhs of Abu Dhabi and Dubai on a revised border between their two States; it established a neutral zone one kilometre wide and eighteen kilometres long between them to be administered jointly. The Provisional Federal Council endorsed this settlement on 6 March. Other agreements reached, subject to ratification by the Supreme Council, pertained to the unification of currency and postal services. Military problems were to be discussed as soon as recommendations had been made by the British military expert Major General John Willoughby.

23. At a press conference on 5 March, the Chairman of the Provisional Council stated that the Council had approved the principle of a single citizenship, and that the form of representation of the people in government would be laid down in the Constitution. He also stated that during a recent visit to Teheran he had reviewed the affairs of the area with Iranian officials and that the results of his discussions had been satisfactory and successful.

24. According to published reports, a new organization, the National Front for the Liberation of the Occupied Arabian Gulf, f/ was formed in December 1968 and opened an office in Aden. The leader of the Front, Mr. Mohammed Ahmed Ghassani, was reported to have stated that his organization would fight to liberate the region from all British influence and to bring about a popular socialist revolutionary régime. In a communiqué issued in March 1969, the Front stated that

f/ The Front had previously operated under the name of "Dhofar Liberation Front".



its forces had laid land mines and engaged British armed forces in Dhofar on several occasions during February and had inflicted heavy casualties on them. The Front named a few of its commandos who had been killed in these engagements. The air force at Salalah had carried out several raids on rural areas. The Front stated that British forces had arrested a large number of revolutionaries.

25. On 16 December 1968, the United Kingdom Minister of State in the Foreign and Commonwealth Office, Mr. G. Roberts, stated in the House of Commons that discussions were going on with the States concerned about the implications of the British decision to withdraw its forces from the Persian Gulf. The United Kingdom Government stood ready at all times to advise and help those States, at their request, to come to the right decision about the form of union or association which would suit them.

#### Economic and social conditions

##### (a) Abu Dhabi

26. The major oil companies operating in the sheikhdom are Abu Dhabi Petroleum Company (an associate of the Iraq Petroleum Company), operating on land and Abu Dhabi Marine Areas Ltd. (two thirds British Petroleum and one third Compagnie Française des Pétroles), operating offshore. Recent concessions were granted to the following: a consortium grouping two United States concerns, Phillips Petroleum and Aminoil, and the Italian Eni Group; another consortium of three Japanese firms, Maruzen, Kaikyo and Nippon Mining and the Japanese Mitsubishi group. Total oil production rose from 17.8 million tons in 1967 to 26.6 million tons in 1968. Revenue from oil increased from 2.25 million dinars (Bahrein) g/ in 1963 to 80 million dinars (Bahrein) in 1968. Total oil reserves stood at 2,000 million tons in 1968.

27. According to a statement by the Director of the Abu Dhabi Labour Office in August 1968, the sheikhdom would carry out many new projects in housing, airport and road construction, laying down a water pipe network, port extension, etc. A five-year development plan approved in 1968 has provided for an expenditure of nearly 300 million dinars (Bahrein) to various projects under the following heads:

<u>1968-1972</u>	<u>million Bahrein dinars</u>
Education	12.1
Health	6.5
Agriculture	13.4
Industry	59.3
Communications	71.0
Municipalities	50.3
Housing	15.8
Labour	2.7
Tourism	7.9
Public buildings	9.7
Loans and investments	49.0

28. A new harbour is to be built in Abu Dhabi over the next few years at a cost of £5.7 million by a concern from the Federal Republic of Germany. There is

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g/ One Bahrein dinar equals \$US 1.90.

a sixty-mile, four-lane highway connecting the port with the Buraimi Oasis. In 1968, a bridge connecting Abu Dhabi Town with the mainland was opened. Work has started on a desalination plant with a capacity of 6 million gallons per day to be completed by 1970 and a new generator plant with a capacity of 96,000 kilowatts. Work is proceeding on a network of roads, the international airport and the construction of low-cost houses in Abu Dhabi Town and Al-Ein. By the end of 1968, about 1,700 low-cost houses and sixty-five villas had been built.

29. There were about 5,000 students attending ten schools in 1968, compared with 800 in 1967. Seven new elementary schools, 2 preparatory schools, 2 secondary schools and 2 kindergartens were completed at the beginning of 1969. The teaching staff increased from seventy-eight in 1968 to 223 in 1969. The five-year plan provides for a total of 8 kindergartens, 4 elementary schools, 3 preparatory schools, and public libraries.

30. There is now one hospital and an out-patient clinic. Two new hospitals are being built, one at Abu Dhabi Town and another at Al-Ein. A medical centre is to be established in the desert. Six hospitals, 11 infirmaries and 3 isolation clinics are to be built under the five-year plan. Medical and educational facilities in the sheikhdom are free.

(b) Dubai

31. An international consortium operated by the Dubai Petroleum Company, a subsidiary of the Continental Oil Company, was to begin the production of oil in Dubai in 1969, at the rate of 30,000 barrels a day, to build up to 100,000 barrels a day. An off-shore oil field had been discovered in 1966, causing a territorial dispute with Abu Dhabi which claimed that it fell within its territorial waters. The following is a breakdown of the holdings of each company in the new venture.

	<u>Per cent</u>
Dubai Marine Areas (owned jointly by British Petroleum and Compagnie Française des Pétroles)	50
Continental Oil Company (United States of America)	35
Deutsche Erdol (Federal Republic of Germany)	10
Sun Oil (United States of America)	5

32. In 1968, state revenue was estimated at £1.7 million, over three fourths of which were from customs duties. Income from oil is now expected to be around £10 million a year.

33. Dubai uses the Qatar currency. It is reported that talks are in progress for possible amalgamation of the currency with the Bahrein dinar.

34. Dubai total imports had a value of £8.7 million in 1963, £18 million in 1965, £23.2 million in 1966, £35.6 million in 1967, and £66.6 million in 1968. The rapid and steady increase in trade was due to improvement of facilities, particularly the deepening of the creek and the expansion of wharves, and to the role of Dubai as the entrepôt centre for the whole area. Imports are mainly from Japan, the United Kingdom and Switzerland.

35. Development has recently centred on road and airport construction and urban improvements through loans obtained from Qatar. In January 1969, the Ruler of Dubai appointed a British firm, Costain Civil Engineering, to extend Port Rashid, the deepwater harbour already under construction, at a cost of £14.6 million. The number of deepwater berths is to be increased from four to fifteen, the whole programme is expected to be completed by 1973. Costain is also building an international jet air terminal at a cost of £4.1 million.

36. There are at present two hospitals in Dubai. The construction of a new government hospital with 400 beds was to begin in 1969 and end in 1972. The Iranian Red Lion and Sun Society is also building an additional hospital.

(c) Sharjah

37. Work has been completed on dredging the port, which had been silting up, and a new deepwater jetty is under construction. A scheme for increasing the electricity and water supply is under implementation.

38. There is an agricultural co-operative project in Mileha. A variety of fruits and vegetables is grown for local consumption.

39. There are 13 primary schools (eight for boys and five for girls), 2 secondary schools (one for boys and one for girls), and 1 technical school. There is also a comprehensive school on Mocessa Island. The technical school has an enrolment of about 100 students. A number of students who were sent for training in the United Kingdom have returned and now teach in the schools at Sharjah and Dubai. Students from the Territory have gone to Iraq, Jordan, Kuwait, Pakistan, the Union of Soviet Socialist Republics, the United Arab Republic and the United States of America for further studies.

(d) Ras-al-Khaimah

40. In March 1969, a new oil concession was granted by the Ruler to the Shell Oil Company for on-shore drilling.

41. There is an agricultural school at Ras-al-Khaimah. A pilot agricultural school has been established and it is planned to irrigate 3,000 acres at Hamraniyah.

42. Nearly all the funds for the development of the Trucial Coast have been contributed by Abu Dhabi (90 per cent in 1967-1968). For 1968-1969, capital works, road and agriculture programmes and public services approved by the Trucial States Council amounted to £2 million.

## ANNEX II

### STATEMENT MADE BY THE CHAIRMAN OF THE SPECIAL COMMITTEE ON BEHALF OF THE MEMBERS OF THE SUB-COMMITTEE ON OMAN, AT THE 722nd MEETING, ON 4 NOVEMBER 1969

It will be recalled that by adopting the fortieth report of the Working Group at its 695th meeting, on 14 March 1969, the Special Committee decided to maintain the Sub-Committee on Oman and to refer the question of Oman to that Sub-Committee for consideration and report. Subsequently, the members of the Sub-Committee on Oman, taking into account current developments concerning the Territory, have been in active consultation with a view to discharging the mandate entrusted to that Sub-Committee by the Special Committee. These consultations are continuing.

In the meantime, taking into consideration the desire of the Special Committee to make available to the General Assembly, without delay, the former's report covering its work for 1969, the members of the Sub-Committee have agreed to recommend that the Special Committee decide to transmit to the General Assembly the working paper prepared by the Secretariat concerning the Territory in order to facilitate consideration of the item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to give consideration to the item at its next session.

CHAPTERS XV-XVIII

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## CHAPTER XV

### GILBERT AND ELLICE ISLANDS, PITCAIRN AND THE SOLOMON ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to refer the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 702nd and 704th meetings, on 1 and 3 July.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968, as well as other resolutions of the General Assembly, particularly resolution 2470 (XXIII) of 18 December 1968, concerning twenty-four Territories, including the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. At the 702nd meeting, on 1 July, the Rapporteur of Sub-Committee II in a statement to the Special Committee (A/AC.109/PV.702), introduced the report of that Sub-Committee concerning the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands (see annex II to this chapter).
6. At the same meeting, the representative of the Union of Soviet Socialist Republics made a statement in which he suggested certain amendments to paragraph (4) of the conclusions and recommendations contained in the report (A/AC.109/PV.702). Further statements on the report were made by the representatives of Afghanistan and Iraq (A/AC.109/PV.702).
7. At the 704th meeting, on 3 July, the Rapporteur of Sub-Committee II, having regard to the suggested amendments referred to in paragraph 6 above, submitted, on behalf of that Sub-Committee, an oral revision to the fourth paragraph of the conclusions and recommendations contained in the report. By that revision, the words "... that it will take account of the interests of all those directly concerned" in the above-mentioned paragraph were replaced by the words "... that it will take account of the interests of the people of the Territory in question". At the same meeting, further statements on the report were made by the representatives of the United Kingdom of Great Britain and Northern Ireland and the United States of America (A/AC.109/PV.704).

8. The Special Committee, at the same meeting, adopted the report of Sub-Committee II, as orally revised, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 10 below.

9. On 5 September, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United Kingdom to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

10. The text of the conclusions and recommendations adopted by the Special Committee at its 70<sup>4</sup>th meeting, on 3 July, to which reference is made in paragraph 8 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable right of the people of the Territories of Gilbert and Ellice Islands, Pitcairn and the Solomon Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration of these Territories.

(3) The Special Committee reiterates its recommendation to the administering Power that it transfer executive responsibility to the representatives of the people and grant more powers to the elected representatives of the people in accordance with the Declaration contained in General Assembly resolution 1514 (XV).

(4) The Special Committee notes the statement of the representative of the administering Power that in 1968 his Government gave notice to the two other partner Governments of the British Phosphate Commissioners that the United Kingdom wished to have a review of the arrangements made for extracting phosphates on Ocean Island at Wellington in 1967. Recalling that the right of the peoples and nations to self-determination includes permanent sovereignty over their natural wealth and resources, the Special Committee expresses the hope that such a review will be undertaken in the very near future and that it will take account of the interests of the people of the Territory in question.

(5) The Special Committee takes note that, pursuant to its request made at its last session, the Secretary-General has taken the preliminary steps necessary to conduct a detailed examination of all aspects of extraction and marketing of phosphate on Ocean Island. It expresses the hope that all those concerned will co-operate closely with the Secretary-General so as to permit him to report on this study at the earliest possible time.

(6) While noting the statement of the administering Power that any form of discrimination on the basis of colour is contrary to the Constitution of the Gilbert and Ellice Islands, the Special Committee requests the administering Power to ensure that such legislation is made fully effective in practice.

(7) The Special Committee stresses the importance of sending a visiting mission to the Territories. Only through direct contact can the true feelings, aspirations and the needs of the people of the Territory be assessed. The Special Committee therefore urges the administering Powers to reconsider their position concerning visiting missions and allow a sub-committee to visit the Territories.



ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.536 and Corr.1, L.536/Add.1 and Corr.1

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. The Gilbert and Ellice Islands, Pitcairn and the Solomon Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. a/ The General Assembly decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, and 2357 (XXII) of 19 December 1967.

2. After considering the Territories in 1968, b/ the Special Committee adopted the following conclusions and recommendations:

"(1) The Special Committee reaffirms the inalienable right of the people of the Territories of the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

"(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in these Territories.

"(3) The Special Committee reiterates its view that the recent constitutional changes that have occurred in the Gilbert and Ellice Islands and the Solomon Islands are insufficient to enable the people of the Territories to exercise the right of self-determination in the foreseeable future. It therefore recommends to the administering Power that it transfer executive responsibilities to the representatives of the people and grant more powers to the elected representatives of the people, in accordance with the Declaration contained in General Assembly resolution 1514 (XV).

"(4) The Special Committee is of the opinion that the slow progress in the Territories towards self-determination and independence is due, partly, to insufficient awareness of the applicability of the Declaration contained in General Assembly resolution 1514 (XV) to those Territories.

"(5) Having heard the representatives of the Banabans and the Chief Elected Member of the Gilbert and Ellice Islands, the Special Committee

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a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (A/5800/Rev.1), chapter XX, paras. 89-96; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XV, paras. 34-35; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part III) (A/6700/Rev.1), chapter XV, para. 65.

b/ A/7200/Add.9, chapter XVIII.

regrets the fact that the indigenous people have no say in the management of phosphate operations on Ocean Island, which constitute a major source of revenue for the Territory. Recalling that this right of peoples and nations to self-determination includes permanent sovereignty over their natural wealth and resources, the Special Committee urges the administering Power to give the indigenous inhabitants a direct role in the control and management of the phosphate industry through the establishment of a special body for that purpose, consisting predominantly of representatives of the indigenous inhabitants. Further, in view of the varying opinions on the question of accelerated phosphate extraction from Ocean Island expressed before this Committee by the administering Power and by the petitioners, it urges the administering Power to defer its decision in regard to acceleration of the rate of phosphate extraction in the Territory until a detailed study of the effects of such an accelerated extraction is carried out.

"(6) The Special Committee regrets that no satisfactory explanation has been offered by the administering Power for non-employment of Banabans in phosphate operations hitherto, and urges the administering Power to facilitate such employment.

"(7) The Special Committee requests the Secretary-General to conduct a detailed examination of all aspects of extraction and marketing of phosphate on Ocean Island, including a study of such factors as the economics of the cost of production, pricing, taking into account world prices of the product, and the most suitable markets. It also requests the administering Power to offer its full co-operation to the Secretary-General and to provide him with such information as he may require.

"(8) The Special Committee is concerned to hear from the representative of the Banabans of the existence of a colour bar on Ocean Island imposed by the British Phosphate Commissioners, and urges the administering Power to take effective measures to remedy the situation immediately.

"(9) The Special Committee urges the administering Power to appoint immediately a commission to look into the demands and grievances of the Banaban people.

"(10) The Special Committee is of the firm belief that a visiting mission to the Territories would contribute to a greater understanding, on the one hand, of the problems facing the Territories and, on the other, of the role that the Special Committee and the United Nations seek to play in questions of decolonization. Such a visit would enable the Special Committee, through first-hand experience of conditions in the Territories and acquaintance with the views of the people, to assist the people of the Territories and the administering Power in finding the speediest and most suitable way of implementing the Declaration in the Territories, in accordance with the freely expressed wishes of the people. The Special Committee welcomes the statement by the Chief Elected Member of the Gilbert and Ellice Islands that he would welcome a visiting mission to the Territory and requests the administering Power to facilitate such a visit."

3. By resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including the Gilbert and Ellice Islands, Pitcairn and the Solomon

Islands, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

## B. INFORMATION ON THE TERRITORIES<sup>c/</sup>

4. Basic information on the Territories is contained in the report of the Special Committee to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XV, paras. 3-60). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chapter XVIII, annex I, paras. 4-71). Further information is set out below.

### 1. GILBERT AND ELLICE ISLANDS

#### General

5. In December 1967, the population of the Territory was estimated at 55,050. A census was planned for 1968, but information concerning it is not available.

#### Political and constitutional developments

##### (a) Constitution

6. A new Constitution was introduced in the Territory in August 1967. Under the Constitution, the Territory is administered by a Resident Commissioner, acting under the authority of the High Commissioner for the Western Pacific resident in the Solomon Islands. The Resident Commissioner is assisted by a partially elective Governing Council which has both executive and legislative functions and by a House of Representatives which has advisory functions and a majority of elected members. General elections are due to be held before the end of 1969.

##### (b) Ocean Island

7. In October and November 1968, negotiations on phosphate taken from Ocean Island took place in London between representatives of the Gilbert and Ellice Islands, representatives of the Banabans and United Kingdom officials. d/ According to reports, the Banaban representatives made the following requests: immediate independence for Ocean Island so that the Banabans would be in a better position to retain their separate identity and secure financial justice; a reduction in the extraction of phosphate from the present 600,000 tons a year to 450,000 tons, so that the use of Ocean Island could be extended to 1981 instead of 1977, which would better enable the Banabans to prepare for the future; restoration of the surface of Ocean Island to its original condition at an estimated cost of \$A80 million, e/ to be contributed by the three

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c/ Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by the United Kingdom under Article 73 e of the Charter on 5, 12 and 15 July 1968, for the year ending 31 December 1967.

d/ For a background history of the question, see A/7320 and Add.1, appendix VI, paras. 61-77.

e/ Australian currency (\$A) is used. One pound sterling equals \$A2.14; \$A1.00 equals \$US1.12.

partner Governments (the United Kingdom, Australia and New Zealand); the United Kingdom to make an ex gratia payment for the development of Rabi Island with no strings attached; and the Banaban people to receive full economic benefit from the sale of their phosphate. In making these requests, the Banaban representatives pointed out that with the current level of taxation, the Banaban people were providing 50 per cent of the total revenue of the Gilbert and Ellice Islands. According to reports, the United Kingdom Government rejected the Banaban representatives' requests but reiterated its position that it was prepared to renew the offer of a grant of £80,000 it had made in 1967 conditional only on its controlled application to the development of Rabi Island.

#### Economic conditions

8. The economy of the islands is based on the export of phosphate rock from Ocean Island and on copra. Commercial copra plantations have been established in the Line Islands; elsewhere, production is by indigenous cultivation.
9. The administering Power reports that efforts to find alternative sources of revenue, such as tourism and the development of a fishing industry, were again closely examined in 1967. A team of experts from the United Kingdom conducted a socio-economic survey of the Territory's resources at the end of the year with the aim of charting guidelines for its future development in anticipation of the eventual exhaustion of phosphate deposits. It was also hoped to expand the local and overseas markets for handicrafts as advised by an expert of the United Nations Development Programme (UNDP) who arrived in the Territory in October 1967.
10. In 1967, total exports were valued at \$A 5,904,148, compared with \$A 4,802,090, in 1966. Total imports were valued at \$A 3,942,690 in 1967, compared with \$A 2,694,568 in 1966.
11. Favourable weather conditions in 1967 resulted in a record copra production of 11,199 tons, exceeding the previous year's production figure by 2,752 tons. The average price of copra rose from \$US 131.75 in December 1966 to \$US 200.37 per ton for first grade copra in 1967. Thus copra exports, which totalled 10,841 tons in 1967, were valued at \$A 1,584,749, while exports in 1966, which totalled 8,668 tons, were valued at \$A 1,224,057.
12. Phosphate exports in 1967 totalled 444,700 tons valued at \$A 4,447,000, compared with 375,400 tons valued at \$A 3,078,280 in 1966.
13. The principal imports are food-stuffs, fuels, timber, machinery and clothing. Trade is mainly with Australia, the United Kingdom, New Zealand and Indonesia.
14. The main source of revenue is from taxes paid by the British Phosphate Commissioners on the export of phosphate. Other sources include export taxes on copra, import duties and income taxes. In 1967, ordinary revenue totalled \$A 3,800,702, compared with \$A 2,496,418 in 1966. The main heads of expenditure in 1967 were public works, marine, medical and education. In 1967, total expenditure, excluding Colonial Development and Welfare schemes, was \$A 3,160,999, compared with \$A 2,366,746 in 1966. Expenditure of Colonial Development and Welfare grants was \$A 671,329, compared with \$A 467,415 in the previous year.

## Social conditions

### (a) Labour

15. In 1967, the British Phosphate Commissioners at Ocean Island employed 47 Europeans, 37 Chinese and 525 Gilbert and Ellice Islanders. An additional 819 islanders were employed by the Commissioners at Nauru, making a total indigenous labour force of 1,397 in one industry. The central Government employed permanently about 796 persons (excluding nearly 300 unestablished workmen) of whom 77 were expatriates. The Wholesale Society, the principal trading organization, had on its permanent staff 11 expatriates and 386 indigenous employees, including a labour force of 144 for stevedoring work. It also had a pool of 100 to 130 casual labourers who had been taken on to work overseas vessels that called at Tarawa to collect copra.

16. The average expatriate wage rate at Ocean Island increased by \$A12 per month and the wage rate of other employees increased by \$A2.60 per month. The overtime rate of labourers was increased by 25 cents per hour on workdays and by 33 cents per hour on Sundays and holidays. Overtime rates for tradesmen and equivalent grades were increased by 21 cents per hour weekdays and 27 cents per hour on Sundays and holidays.

### (b) Public health

17. In 1967, there were 3 general hospitals, one cottage-type hospital, 9 outer island hospitals and 27 dispensaries. Medical and health staff included 3 government and 2 private registered physicians; 23 government medical officers, 4 government and 3 private nurses of senior training; 48 government and 16 private locally and partially trained nurses; one government and one private pharmacist; and one government assistant pharmacist. The two private registered physicians are employed at Ocean Island by the British Phosphate Commissioners, as are all private medical and health staff, and act as part-time government medical officers.

18. In 1967, recurrent expenditure on public health totalled \$A204,707 compared with \$A184,648 in 1966, while capital expenditure (excluding Colonial Development and Welfare grants) totalled \$A5,059 compared with \$A974 in 1966. Colonial Development and Welfare schemes, financed partly (90 per cent) or wholly by the United Kingdom Government totalled \$A40,378 compared with \$A33,948 in 1966.

19. In 1967, an environmental water supply and sanitation scheme, sponsored by the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF), was installed at the village of Bonriki to serve as a pilot project. A similar but larger water supply and sanitation project is planned with the assistance of WHO on Nikunau Island in the Gilbert group, for 1968.

## Educational conditions

20. In 1967, there were 243 mission (aided) primary schools with 10,138 pupils and 45 government and other primary schools with 2,917 pupils. There were one government and 3 mission secondary schools with an enrolment of 203 and 300 pupils, respectively.

21. Provision was made in 1966 for a primary school building programme of 24 classrooms to be built by local government and 23 classrooms by the Catholic mission, representing in all 9 new selected schools on four islands. By the end of 1967 the local governments had completed their programme, but as the result of difficulties over supplies and materials, the Catholic mission had been able to complete only six classrooms.

22. In 1967, there were 56 and 27 trainees, respectively, in the government and mission teachers' colleges. Nine other trainees were in teachers' colleges in Australia, New Zealand and the United Kingdom.

23. There were 14 students in secondary schools and 4 in universities in Australia and New Zealand on scholarships.

24. In 1967, recurrent and capital expenditure on education amounted to \$A 189,016 and \$A 7,203, respectively, representing 6.21 per cent of the Territory's total expenditure. Financial assistance from the United Kingdom amounted to \$A 152,328. Local authorities spent \$A 21,344 on education, \$A 20,536 of which was a subvention from the central Government for teachers' salaries.

## 2. PITCAIRN ISLAND

### General

25. At the end of 1967, the population numbered eighty-eight.

### Political and constitutional developments

26. No political or constitutional developments have been reported.

### Economic and social conditions

27. Revised revenue for the year 1967/1968 totalled \$NZ 77,660, f/ including \$NZ 54,000 from stamp sales and \$NZ 16,200 from Colonial Development and Welfare grants. Revised expenditure for the same year was \$NZ 65,080, including \$NZ 18,000 on Commonwealth Development and Welfare Schemes.

### Educational conditions

28. In 1967, the school roll comprised 22 children. Expenditure on education in 1967/1968 was \$NZ 6,808, representing 10.4 per cent of the total recurrent expenditure.

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f/ New Zealand currency (\$NZ) is used. One pound sterling equals \$NZ 2.14; \$NZ 1.00 equals \$US 1.12.



### 3. SOLOMON ISLANDS

#### General

29. In 1967 the total population was estimated to be 145,630, divided as follows:

Melanesian . . . . .	136,000
Polynesian . . . . .	5,340
Micronesian . . . . .	1,960
European . . . . .	1,340
Chinese . . . . .	640
Others . . . . .	350
	<hr/>
Total	145,630

Honiara, the administrative capital, had an estimated population of 7,500 in 1967.

#### Political and constitutional developments

##### (a) Present Constitution

30. The present Constitution, which was introduced in 1967, was described in some detail in the Special Committee's latest report to the General Assembly in 1968 (A/7200/Add.9, chapter XX, annex I). Briefly, the administration is headed by the High Commissioner for the Western Pacific, who is assisted by an Executive Council and a Legislative Council. The Legislative Council is partially elected, with a majority of ex officio and public service members. Membership of the Executive Council is divided equally between elected and public service members - four of each under the presidency of the Commissioner. Members are elected in thirteen of the fourteen constituencies on the basis of universal adult suffrage by direct election. In the remaining constituency, election is by means of an electoral college composed of representatives of local government councils.

31. The present Constitution makes provision for the establishment of a majority of elected members in both councils, by the reduction of the ex officio and public service members, provided the elected members of the Executive Council accept the system of collective responsibility by pledging themselves to vote in support of the Government in the Legislative Council.

##### (b) Constitutional proposals

32. In November 1968, constitutional proposals were introduced into the Legislative Council in Honiara by the Chief Secretary, who stated that these proposals, generally speaking, followed the conclusions reached in informal discussions which the High Commissioner had had with elected members during the course of the year. The main recommendations were described by the Chief Secretary as follows:

"(1) The system of Government following the Westminster British model should not be continued at the next constitutional stage and should give way to a single Council supported by executive committees.

"(2) There should be an elected majority in the single Council which should comprise fifteen elected members, three ex officio members and up to six public service members.

"(3) The High Commissioner would have powers to decide the number of committees, the subjects with which they deal, the membership and Chairman of Committees, the frequency of meetings, etc.

"(4) Certain subjects, notably responsibility for defence, external affairs, internal security and the police, certain matters relating to the civil service, and the maintaining or securing of the financial or economic stability of the country are to be reserved to the High Commissioner.

"(5) The existing methods of election and qualifications for election and voting should remain as at present."

33. According to the legislative paper outlining the new proposals, a review of the present constitutional arrangements showed, among other things, that although the principle and practice of direct elections had become established, the role of the legislature was not fully appreciated in many areas, no political parties had emerged and the system of collective responsibility envisaged in the Constitution was no longer acceptable to members, with the result that a majority of non-elected members had been maintained on the Legislative and Executive Councils. Civil servants and elected members had discussed and examined the kind of government best suited to the needs of the Territory. They had reached the conclusion that a system based on the Westminster model was not likely to provide the simple effective and unifying type of government needed at the current stage because of the diversity of language and customs, and the lack of national unity or system of party politics. They had therefore concluded that what was needed was a single council with legislative and executive functions, and a series of committees with executive powers to supervise the departments dealing with the subjects allocated to them. Finally, it was proposed that a new system should be introduced after the next elections in 1970.

34. The Legislative Council decided to set up a select committee early in 1969 to consider the proposals, as well as any representations by the public concerning them, and to give them wide publicity.

#### Economic conditions

35. In 1967, copra production totalled 23,517 tons, compared with 23,305 tons in 1966. Solomon Islanders produced 13,770 tons or 58.6 per cent of the total production, compared with 12,605 tons or 54.11 per cent in 1966, while plantations produced 9,747 tons, compared with 10,700 tons in 1966. As a consequence of the 1966-1967 cyclones, copra production was estimated to be 20,500 tons in 1968, but it is expected to reach 26,000 tons in 1969.

36. Cocoa production totalled 60 tons in 1967 (96 tons in 1966). The administering Power reports that production in 1968 reached its highest level (110 tons) but the number of farmers in the Territory declined from 1,344 in 1967 to 1,260 in 1968 and the research station at Dela was not successful in isolating strains of cocoa more suited to conditions in the Solomon Islands.

37. Experiments with wet rice, dry rice and soya beans continued in 1967. In 1968, however, as rice cultivation reached a peak, soya bean cultivation was temporarily abandoned. In 1967, 335 acres of commercially grown rice were harvested on the Guadalcanal plains, producing 203 tons of padi, compared with 400 tons in 1966, and a further 2,000 acres of this area were brought into cultivation. During 1968, a total of 4,500 acres of rice were sown in the Territory and 6,700 tons of padi harvested.

38. The administering Power reports that the timber industry expanded considerably as a result of progress in roadworks and long-term extraction planning. Timber exports, mostly in log form, rose to over 2,800,000 cubic feet (true measure) in 1967, compared with 1,150,000 cubic feet in 1966. In addition, approximately 170,000 cubic feet of sawn timber was produced by local industry, compared with 180,517 cubic feet in 1966. Despite marketing difficulties in 1968, timber production in November of that year was reported to be ahead of target by half a million cubic feet and it was expected to reach 4.5 million cubic feet by the end of the year. The administering Power reports that timber companies are actively seeking to broaden market outlets and that one company has firm plans to establish a large-scale sawmill during 1968. An Australian company was offered timber-cutting rights on Vangunu at the end of 1967.

39. In 1967, exports were valued at \$A4,911,927, g/ re-exports at \$A189,680 and imports at \$A8,198,347, compared with \$A3,570,510, \$A186,617 and \$A8,522,506 respectively in 1966. In 1967, copra exports were valued at \$A3,628,731, an increase of \$A600,000 over 1966 and timber exports were valued at \$A1,079,081, an increase of \$A680,000 over 1966; enhanced value in both cases was due to an increase in the quantities exported.

40. The administering Power reports that the total value of imports in 1967 was less by \$A320,000 than in 1966, due to the fact that special equipment valued at \$A500,000 was imported for a tracking station in 1966, which distorted the import statistics for that year. As primary industries continued to expand, the value of imported agricultural and forestry machinery and equipment and tractors exceeded \$A950,000 in 1967.

41. There was a change in the pattern of exports in 1967; more than 90 per cent of the timber and 30 per cent of the copra were bought by Japan whose share of the market increased from 27.9 per cent of the Territory's exports to 40 per cent. The United Kingdom's share, however, dropped to 42.8 per cent. In 1968, the United Kingdom's share increased to 47.4 per cent and Japan's share dropped to 30.2 per cent.

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g/ Australian currency is used in the Territory. One Australian dollar (\$A) equals \$US1.12.

42. Australia remained the main supplier of goods to the Territory, with 44.6 per cent of total imports in 1967 and 42.4 per cent in 1968. The United Kingdom supplied 15.8 per cent in 1967 and 21.4 per cent in 1968 and the United States of America 10.3 per cent in 1967 and 10.6 per cent in 1968.

43. A bêche-de-mer factory and a tobacco factory (producing 600 pounds of processed tobacco a week) went into production during 1967 and plans were announced for the cultivation and export of gold lip pearl shell on a commercial basis. In addition, a rattan furniture factory was producing 100 chairs a month.

44. Other economic developments in 1968 included the establishment of a shipping link with New Zealand; the remaking of Henderson airfield, which is expected to open for service by the end of June 1969 and to be completed to DC-6 standard by August; and several smaller-scale ventures - such as the establishment of a bus service in Honiara and the expansion of motel-type accommodations.

45. The 1969 estimates, reported to have been introduced in the legislature in December 1968, provide for total expenditure of \$A9,038,854. Revenue to meet this commitment is estimated as follows:

	(Australian dollars)
Recurrent	3,536,930
Grant-in-aid	2,331,584
Special	8,400
	5,876,914
Total recurrent	5,876,914
Capital, including	
\$A2,538,740 Colonial Development and	
Welfare Protectorate allocation	3,161,940
Total revenue	9,038,854

In 1968, revised estimates of revenue and expenditure were \$A8,399,900 and \$A8,702,090 respectively. The United Kingdom grant-in-aid for that year was \$A2,181,574. Actual revenue and expenditure in 1967 totalled \$A8,310,079 and \$A8,311,256 respectively. The grant-in-aid for that year was \$A1,605,917.

46. Company tax rates have been increased from 7.5 to 25 per cent, but the present restrictions on dividends of resident shareholders have been abolished. Maximum personal tax amounts to \$A0.35 per dollar for incomes above \$A8,100, but liability will be restricted to a maximum of 25 per cent of any individual gross income. The new tax structure is reportedly believed by the Territory's Financial Secretary "to strike a balance between the harsh realities of the country's expenditure needs, the ability of the individual tax payer to pay a reasonable impost, and the need to preserve a climate which is still favourable to investment".

### Social conditions

#### (a) Labour

47. There were 12,090 employed workers in 1967 (11,686 in 1966) of whom 3,565 (3,552 in 1966) were employed by the Government and 2,831 (2,486 in 1966) were employed in agriculture and forestry. From 1962 to 1966 there were small annual decreases in the numbers employed in agriculture, forestry and logging, but

an upward trend, especially in logging, was again established in 1967. A large proportion of the labour force is unskilled. The acute shortage of skilled workers is responsible for an increase in the number of immigrant workers of whom there were 950 at the end of June 1967, compared with 785 at the end of 1966.

48. Apart from unskilled labourers and government-classified workers who are paid at a daily rate, wages are generally paid at the end of each month. A few employers pay fortnightly. For government workers, the basic wages for a newly-engaged unskilled worker remained at \$A19.50 a month during 1967, while artisans earned between \$A22.36 and \$A52.00 a month. These rates were reported to compare closely with wages in the private sector of the economy.

(b) Public health

49. There are six government hospitals: one central hospital with 148 beds, three district hospitals with a total of 202 beds and two rural hospitals with a total of 72 beds. There is also one government leprosarium. There are three church hospitals, with a total of 277 beds. In addition, church centres provide medical service ranging from simple dressings of first-aid treatment to in-patient hospital care by qualified nurses.

50. The malaria pre-eradication programme, which began in January 1965, is to continue until 1970, before which date a decision will be taken whether or not to embark on a full-scale eradication campaign. The rural health services play an important part in the malaria eradication programme. By the end of 1967, there were thirty-seven rural health units constructed in permanent materials and eighteen clinics of impermanent leaf construction. The target figure for these units in permanent material is sixty.

51. According to the report of the administering Power the heavy commitment of personnel and financial resources in the malaria pre-eradication programme has postponed the launching of a major project to control tuberculosis which is the second most serious endemic disease in the Territory. It was also reported that tuberculosis surveys and mass BCG vaccinations had been extended during the year to provide effective coverage for the entire population of the Eastern and Western Districts and a substantial proportion of the remainder of the Territory.

52. The United Nations Children's Fund (UNICEF) continued to provide the rural health units with equipment and supplies, transport, pumps and pipings. With the aid of UNICEF, the Central Hospital School of Nursing in Honiara continued to train Solomon Island nurses and medical assistants. The services of a nurse educator from the World Health Organization (WHO) were also continued.

53. Government expenditure on public health is estimated at \$A810,263 for the year 1969. In 1968 the revised estimate for that expenditure was \$A737,790. Actual government expenditure on public health amounted to \$A633,221 in 1967.

Educational conditions

54. In 1967, there were 410 registered primary schools, compared with 392 in 1966. There were also five secondary schools. The total number of pupils inrolled in schools was 24,967, compared with 23,671 in 1966.

55. Teacher-training courses are provided by the British Solomon Islands Training College. Both the Government and churches provide scholarships for secondary, technical and higher education overseas. In 1967, there were 306 scholarship holders, compared with 316 in 1966. There were 116 government scholarship holders, compared with 119 in 1966 and 190 church scholarship holders, compared with 197 in 1966. Government expenditure on education is estimated at \$A1,075,307 for the year 1969. In 1968, the revised estimate for that expenditure was \$A855,509. Actual government expenditure on education in 1967 amounted to \$A548,028.

## ANNEX II\*

### REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

#### A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Territories of Gilbert and Ellice Islands, Pitcairn and the Solomon Islands at its 90th-92nd, 94th, 95th, 97th and 98th meetings, between 11 April and 27 June 1969 (see A/AC.109/SC.3/SR.90-92, 94, 95, 97 and 98).
2. The Sub-Committee had before it the working papers prepared by the Secretariat (see annex I to this chapter).
3. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.
4. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/PV.667-670).

#### B. ADOPTION OF THE REPORT

5. Having considered the situation in the Territories of the Gilbert and Ellice Islands, Pitcairn and the Solomon Islands, and having heard statements by the representative of the United Kingdom as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations a/ on these Territories at its 98th meeting on 27 June 1969, subject to the following reservations: the representative of the United States of America made general reservations concerning the question of constitutional development in the Gilbert and Ellice Islands and in the Solomon Islands and specific reservations on paragraphs (1), (2) and (7).
6. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.574.

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body with the oral revision referred to in paragraph 7 of the present chapter. These conclusions and recommendations, as revised, are reproduced in paragraph 10 of this chapter.

## CHAPTER XVI

### NIUE AND THE TOKELAU ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to refer Niue and the Tokelau Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 702nd and 704th meetings on 1 and 3 July.
3. In its consideration of this item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968 as well as other resolutions of the General Assembly, particularly resolution 2430 (XXIII) of 18 December 1968 concerning twenty-four Territories, including Niue and the Tokelau Islands, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution".
4. During the consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. At the 702nd meeting, on 1 July, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.702), introduced the report of that Sub-Committee concerning Niue and the Tokelau Islands (see annex II to this chapter).
6. At the same meeting, the Chairman informed the Special Committee of the receipt of a letter, dated 28 June 1969, addressed to him by the Permanent Representative of New Zealand to the United Nations (A/AC.10/335), requesting permission to participate in the Committee's discussion of the item. The Committee decided, without objection, to accede to that request.
7. At the same meeting, statements were made by the representatives of New Zealand and the Union of Soviet Socialist Republics (A/AC.109/PV.702).
8. At the 704th meeting, on 3 July, statements on the report were made by the representatives of the Union of Soviet Socialist Republics, Ethiopia, the United Kingdom of Great Britain and Northern Ireland and the United States of America (A/AC.109/PV.704).



9. The Special Committee, at the same meeting, adopted the report of Sub-Committee II and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 11 below.

10. On 5 September, the text of these conclusions and recommendations was transmitted to the Permanent Representative of New Zealand to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

11. The text of the conclusions and recommendations adopted by the Special Committee at its 704th meeting, on 3 July, to which reference is made in paragraph 9 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable right of the people of the Territories of Niue and the Tokelau Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in these Territories.

(3) The Special Committee welcomes the report of the administering Power that, on 1 November 1968, at the request of the Niue Assembly, a full-member system of government was introduced, under which the Executive Committee has taken over responsibility for those government departments previously controlled by the Resident Commissioner. The Special Committee requests the administering Power, in consultation with the people of the Territory, to ensure the speedy implementation of the Declaration.

(4) The Special Committee takes note of the willingness of the administering Power in principle to receive a visiting mission in the Territories. It does not, however, share the view of the administering Power that the costs involved would not justify the visit unless it formed part of a wider tour of the Territories in the area. The Special Committee is of the view that it is up to the United Nations to assess the feasibility of such visiting missions. The Special Committee stresses the importance of sending a visiting mission to the Territories. Only through direct contact can the true feelings, aspirations and the needs of the people of the Territory be assessed. The Special Committee therefore urges the administering Power to reconsider its position concerning visiting missions and allow a sub-committee to visit the Territories.

(5) The Special Committee takes note of the statement of the administering Power that a number of projects continue to be carried out in the Territories under the auspices of the United Nations and its specialized agencies. It maintains that such assistance in the economic development of the Territories is particularly useful in decreasing their dependence on the administering Power and expresses the hope that it will continue to be sought.



ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.545 and Corr.1 and Add.1.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. The Territories of Niue and Tokelau Islands have been considered by the Special Committee and by the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning these Territories are set out in its reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. a/ The General Assembly's decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966, and 2357 (XXII) of 19 December 1967.

2. After considering Niue and the Tokelau Islands in 1968 b/, the Special Committee adopted the following conclusions and recommendations:

"(1) The Special Committee reaffirms the inalienable right of the people of the Territories of Niue and the Tokelau Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960.

"(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in these Territories.

"(3) The Special Committee notes that the political changes that have occurred in Niue and the Tokelau Islands are insufficient to enable the people of the Territories to exercise the right of self-determination in the foreseeable future.

"(4) The Special Committee notes the statements reported by the administering Power to have been made by the leaders of the populations in the Territories conveying their views regarding the constitutional development and is of the opinion that direct contact with the indigenous people would have greatly facilitated a thorough evaluation of this development.

"(5) The Special Committee is of the opinion that the slow progress in Niue and the Tokelau Islands towards self-determination and independence is due, partly to insufficient awareness of the applicability of the Declaration to those Territories.

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a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (A/5800/Rev.1), chapter XV, paras. 99 and 105-115; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XVI, paras. 21 and 22; *ibid.*, Twenty-second Session, Annexes, addendum to agenda item 23 (part III) (A/6700/Rev.1), chapter XVI, para. 95.

b/ A/7200/Add.9, chapter XIX, section II.

"(6) The Special Committee is of the firm belief that a visiting mission to the Territories would contribute to a greater understanding, on the one hand, of the problems facing the Territories and, on the other, of the role that the Special Committee and the United Nations seek to play in questions of decolonization. Such a visit would enable the Special Committee, through first-hand experience of conditions in the Territories and acquaintance with the views of the people, to assist the people of the Territories and the administering Power in finding the speediest and most suitable way of implementing the Declaration in the Territories, in accordance with the freely expressed wishes of the people. The Special Committee therefore invites the administering Power to reconsider its position that a visit by a United Nations mission to the Territories would be appropriate only if such a visit were to form part of a more comprehensive tour of the area and to make it possible for a mission to visit the Territories as soon as practicable. The Special Committee welcomes the statement by the representative of the administering Power that when the people of the Territories make their choice, 'they will doubtless do so under the eyes of United Nations observers'. It believes, however, that, for the reasons stated above, it would be desirable for a sub-committee to visit the Territory before the people exercise their right of self-determination.

"(7) The Special Committee recommends that the administering Power intensify its educational programme in the Territories both general, as well as that pertaining to the development of skills to suit the changing economic environment.

"(8) The Special Committee recommends to the administering Power that it continue to seek the advice and assistance of the specialized agencies of the United Nations in formulating plans for the economic development of the Territories, particularly for the Territory of Niue in order, inter alia, to decrease the economic dependence of the Territory on the administering Power."

3. By resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including the Niue and Tokelau Islands, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

## B. INFORMATION ON THE TERRITORIES<sup>c/</sup>

### INTRODUCTION

4. Basic information on Niue and the Tokelau Islands is contained in the Special Committee's report to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XVI). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chapter XIX, annex I, paras. 4-23). Further information is set out below.

#### 1. NIUE

##### General

5. At 31 March 1968 the population totalled 5,258. Between 200 and 300 Niueans leave Niue each year. In 1967 the deficit between those leaving and returning was 97, compared with 135 in 1966.

##### Political and constitutional developments

###### (a) General

6. The constitutional arrangements described in the previous reports remain unchanged. When the Minister of Island Territories visited Niue in March 1968, he was assured by the Territory's Legislative Assembly that the feelings of the Niuean people and their Assembly had not changed since they had been outlined two years ago, when the Niueans had said they were happy with the pace of political and constitutional progress. The Minister assured the Assembly that the policies of the New Zealand Government also remained unchanged: it was for the Government and people of Niue to determine the pace of their own constitutional development and the New Zealand Government would respond to their wishes.

###### (b) Local government

7. In July 1967 village councils were constituted in all villages and elected by secret ballot. These councils have powers to assume responsibility for village affairs, including water supply distribution, village hygiene and other community facilities and services.

###### (c) Public service

8. At 31 March 1968 the number of regular employees in the public service totalled 326 Niueans, 51 Europeans, 1 New Zealand Maori, 1 Tongan, 1 Samoan, and 3 Fijians. These figures include teachers, nurses and others not classified as public servants in New Zealand.

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<sup>c/</sup> Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by New Zealand on 10 September 1968 for the year ending 31 March 1968.

## Economic conditions

9. Niue's economy is based on subsistence fishing and agriculture, as well as the production of a few cash crops. The rocky nature of much of the island makes it unsuitable for agriculture or animal husbandry. Exports in 1967 were valued at \$NZ103,378 d/ compared with \$NZ109,554 in 1966. There was a decline in the production of copra but a slight increase in the banana crop. Kumara exports continued to be restricted because the kumara weevil has not yet been eradicated. Exports of plaited ware remained at a steady level. Imports, mostly food-stuffs, were valued at \$NZ598,156 in 1967. Approximately 76 per cent of all imports came from New Zealand. In 1967-1968 revenue and expenditure were \$NZ752,673 and \$NZ1,560,233 respectively. Niue's revenue from exports and taxes is insufficient to balance its budget, and New Zealand makes grants and loans available for general and capital purposes to meet budgetary deficits. In 1967-1968 the annual grant amounted to \$NZ751,200.

10. On 17 December 1968, a bill prescribing a new system of land tenure was adopted by the New Zealand House of Representatives as an amendment to the Niue Act of 1966. e/ Under this act, all land in Niue would be vested in the Crown and classified as either Crown land or Niuean land. At present 97 per cent of the land in the Territory is held under customary tenure; approximately 1.4 per cent is Crown land, and the remaining area of 1.6 per cent is subject to freehold titles issued by the Land Court. The act authorizes the Niue Assembly to pass an ordinance to make provision for the administration and tenure of land and for any other purpose relating to land in the Territory. It also reconstitutes the Land Court and the Land Appellate Court and sets forth the style and the forms to be used by both. The act and the rules of court, however, will not be brought into force until the Niue Assembly has adopted a land ordinance providing for all the other land matters.

## Social conditions

### (a) Labour

11. The basic wage rates at 31 March 1968 were 24 cents per hour for unskilled labour and 26 cents per hour for stevedores, with varying scales for skilled labour.

### (b) Public health

12. Curative and preventive services are integrated and are provided by the Health Department under the control of a chief medical officer seconded from New Zealand. The posts of matron, two ward sisters and a public health sister are held by New Zealand nursing sisters. The remainder of the medical staff are Niueans, and comprise five medical officers, three dental officers, a health inspector, an assistant health inspector, a dispenser, a laboratory technician, a radiographer, a dental mechanic, three senior staff nurses, three senior nurses, and seventy-seven nurses (including trainees). Expenditure on health services during 1967 amounted to \$NZ156,062.

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d/ New Zealand currency is used and the changeover to decimal currency was made in July 1967. The present rate is \$NZ1.00 equals \$US1.12.

e/ Niue Amendment Act (No. 2), 1968, No. 132 (Government Printer, Wellington, New Zealand).

13. In September 1967 an agreement was signed by the World Health Organization (WHO), the United Nations Children's Fund (UNICEF) and the New Zealand Government on behalf of the Niue Government, to provide each village with a piped domestic water supply from the bore wells, and to improve sanitary facilities in the schools. Water supplies in the Territory are obtained from roof catchments, one excavated well, and twenty-four bore wells. The cost of the project is being met by UNICEF, the Niue Government, and the villages in the proportion of about one-third each. Work was completed on the first phase of the scheme, a pilot project involving village and plantation water reticulation at Lakepa.

#### Educational conditions

14. Education is free and compulsory between the ages of six and fourteen years and most children remain at school until they reach sixteen years of age. At 31 March 1968, there were 1,474 primary school pupils. The Niue High School, which had 280 pupils in 1968, caters for pupils from all villages, and is a co-educational institution with the status of a New Zealand secondary school with an intermediate department. The most able pupils pursue a predominantly academic course leading to the New Zealand School Certificate Examination. The remainder follow a general course. The New Zealand School Certificate Examination was conducted for the first time in Niue in 1966: one candidate was successful. In 1967 there were sixteen candidates but none was successful. At 31 March 1968, twenty-six students were attending New Zealand secondary schools under the New Zealand Government Training Scheme, and of the various trainees under this scheme, five students were either attending a New Zealand Teachers' College or were working as Probationary Assistants for a year. In addition, six students were in local teacher training. At 31 March 1968, six students were attending agriculture colleges in Western Samoa.

15. In December 1967 there were eighty-six Niuean and nineteen New Zealander teachers in the Territory.

16. Educational expenditure for the year ended 31 March 1968 totalled \$NZ238,230.

## 2. TOKELAU ISLANDS

### General

17. At the end of September 1966, the population of the three Tokelau Islands totalled 1,832.

### Political and constitutional developments

18. On 26 October 1967 a bill relating to the Tokelau Islands Public Service and to land in the Territory was adopted by the New Zealand House of Representatives as an amendment to the Tokelau Islands Act, 1948. f/

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f/ Tokelau Islands Amendment Act, 1967, No. 38.



19. The first part of the act, which was brought into force on 1 January 1969, provides for all public servants in the Tokelau Islands to be members of the Tokelau Islands Public Service and to be under the control of the New Zealand State Services Commission. Until that date, the New Zealand Government servants employed by the Tokelau Administration, by virtue of the Niue Islands Act of 1966, were members of the Niue Public Service and were subject to the rules and regulations relating to that service, but no such provision existed for Tokelauans employed by the Administration. They did not belong to any public service, and although the Administrator had authority to employ and determine salaries and wages of staff employed by the Administration, he had no power to define the rights and benefits of the Tokelauan employees.

#### Economic conditions

20. The second part of the act cited above provides for the control and administration of freehold and customary land in the Tokelau Islands. The provisions of the land tenure system previously employed in the Tokelau Islands were contained in the Gilbert and Ellice Islands legislation which was continued when New Zealand took over the administration of the Tokelau Islands in 1926. These laws have been continually replaced by Acts of Parliament or statutory regulations as and when it was deemed necessary. The act declares all land in the Tokelau Islands to be Tokelauan land vested in the Crown and subject to the customs and usages of the Tokelauan people, with the exception of certain pieces of land for which a freehold title has been granted. The Administrator is also empowered to grant leases to Tokelauan land if he is satisfied that the leases are in accordance with the wishes and the interests of the owners. Although provision was made for the Crown to take land for any purpose and to pay compensation, this power has not been exercised. The act preserves the power of the Tokelauans to dispose of their land amongst themselves in accordance with Tokelauan custom, and provides that certain ordinances of the Gilbert and Ellice Islands relating to land would no longer be in force in the Tokelau Islands.

21. The economy of the Tokelau Islands is based on subsistence crops, fishing and the production of copra for export. Revenue is derived chiefly from export and import duties, trading profits and the sale of postage stamps. The annual deficit between local revenue and expenditure is met by subsidies from the New Zealand Government. Total revenue for the year 1967-1968 was \$NZ31,830. Expenditure, which totalled \$NZ124,438 in 1967-1968 is mainly devoted to health, education, agriculture, and the cost of administration. Until 1968, the annual cost of administration was met directly by the New Zealand Government and revenue was paid to the New Zealand Government. This system was changed in March 1968 when grants totalling \$NZ532,000 for the three-year period commencing 1 April 1968 were approved by the New Zealand Government. In future all revenue will be retained by the Territory's administration.

#### Social conditions

##### (a) Labour

22. The pilot project stage of the migration scheme started in 1966 was completed in 1968 when a further twelve families and twenty single persons moved to New Zealand, bringing the total number of Tokelauans resettled to 152. This

includes fifteen families and seventy single persons. The Government decided in 1968 to continue the resettlement scheme, the purpose of which is to assist with the problems caused by overcrowding and the people's desire to seek employment in New Zealand.

(b) Public health

23. The Government of Western Samoa provides assistance to the medical services of the Territory and regular visits are made to the islands by its medical staff. There are three Tokelauan medical officers, one in each island; another Tokelauan doctor was expected to take up his appointment at Nukunonu.

Educational conditions

24. School attendance is reported to be very close to 100 per cent. The Tokelau Administration awards scholarships to enable children and public servants to receive secondary education, teacher-training and in-service training in Western Samoa under the New Zealand Government Training Scheme. At 31 March 1968, there were twenty-seven long-term students and trainees in New Zealand, including twenty-two secondary school pupils and one university student. Twenty-three additional Tokelauans were being trained in Western Samoa and Fiji. Educational expenditure in 1967/1968 was \$NZ17,138.

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Territories of Niue and the Tokelau Islands at its 93rd to 98th meetings between 22 April and 27 June 1969 (see A/AC.109/SC.3/SR.93-98).
2. The Sub-Committee had before it the working papers prepared by the Secretariat (see annex I to this chapter).
3. In accordance with established procedure, the representative of New Zealand, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.
4. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/PV.667-670).

B. ADOPTION OF THE REPORT

5. Having considered the situation in the Territories of Niue and the Tokelau Islands, and having heard statements by the representative of New Zealand as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations a/ on the Territories of Niue and the Tokelau Islands at its 98th meeting on 27 June 1969, subject to the following reservation: the representative of the United States of America made a general reservation regarding paragraph (4).
6. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.575.

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 11 of this chapter.

## CHAPTER XVII

### NEW HEBRIDES

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537) decided, inter alia, to refer the New Hebrides to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 702nd, 704th and 705th meetings, between 1 and 8 July.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968, as well as other resolutions of the General Assembly, particularly resolution 2430 (XXIII) of 18 December 1968 concerning twenty-four Territories, including the New Hebrides, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. At the 702nd meeting, on 1 July, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/PV.702), introduced the report of that Sub-Committee concerning the New Hebrides (see annex II to this chapter).
6. At the 704th meeting, on 3 July, statements on the report were made by the representatives of the United Kingdom, of Great Britain and Northern Ireland, the United States of America, the Union of Soviet Socialist Republics, Ethiopia, Afghanistan and India (A/AC.109/PV.704). In his statement, the representative of the Union of Soviet Socialist Republics suggested that, in paragraph (5) of the conclusions and recommendations contained in the report, the words "through well-established democratic processes based on ..." in the first sentence should be replaced by the words "on the basis of..." (A/AC.109/PV.704).
7. At the 705th meeting, on 8 July, having regard to the amendment previously suggested by the representative of the Union of Soviet Socialist Republics, the Rapporteur of Sub-Committee II submitted, on behalf of the Sub-Committee, an oral revision to the fifth paragraph of the conclusions and recommendations contained in the report. By that revision the first sentence of the above-mentioned paragraph which read:

"(5) The Special Committee urges the administering Powers to provide for speedy implementation of the Declaration through well-established democratic processes based on the principle of universal suffrage."

was replaced by the following:

"(5) The Special Committee urges the administering Powers to provide for speedy implementation of the Declaration on the basis of the principle of universal suffrage."

Further statements on the report were made by the representatives of the United Kingdom and the Union of Soviet Socialist Republics (A/AC.109/PV.705).

8. At the same meeting, the Special Committee adopted the report of Sub-Committee II, as orally revised, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 10 below.

9. On 5 September, the text of the conclusions and recommendations of the Special Committee was transmitted to the Permanent Representatives of France and the United Kingdom to the United Nations for the attention of their respective Governments.

#### B. DECISION OF THE SPECIAL COMMITTEE

10. The text of the conclusions and recommendations adopted by the Special Committee at its 705th meeting, on 8 July, to which reference is made in paragraph 8 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable right of the people of the New Hebrides to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

(2) The Special Committee is of the view that the problems peculiar to the Territory including the question of size, status, isolation and limited resources should in no way delay the implementation of the Declaration in the Territory.

(3) The Special Committee regrets that one of the administering Powers of the condominium, namely France, has not thus far participated in the work of the Committee concerning the Territory or supplied it with such supplementary information so as to assist the Committee in formulating its conclusions and recommendations. In this regard, the Special Committee appeals to the Government of France to reconsider its position.

(4) The Special Committee notes that in the period under review constitutional changes have been introduced in the New Hebrides, namely the increase in the number of unofficial members of the Advisory Council. There are, nevertheless, no fully representative institutions in the Territory and progress in constitutional development is slow. The Special Committee reiterates its regrets that the administering Powers have no proposals for the speedy implementation of the Declaration in the New Hebrides.

(5) The Special Committee urges the administering Powers to provide for speedy implementation of the Declaration on the basis of the principle of universal suffrage. With a view to this, it urges the administering Powers to

take immediate steps to introduce representative political institutions and executive machinery in conformity with the principles of the United Nations Charter and the provisions of the Declaration.

(6) The Special Committee again stresses the importance of sending a visiting mission to the Territory. Only through direct contact can the true feelings, aspirations and the needs of people of the Territory be assessed. The Special Committee therefore urges the administering Powers to reconsider their position concerning visiting missions and allow a sub-committee to visit the Territory.

(7) The Special Committee is also distressed by the slow pace of development in the economic, social and educational fields in the New Hebrides. The Special Committee therefore reiterates its recommendations to the administering Powers that advancement in these fields be intensified through a concerted effort and that the active participation of representatives of the people be secured in this process. It also reiterates its recommendation that the advice and assistance of the specialized agencies of the United Nations be sought in formulating and implementing plans for this purpose.

ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.535 and Corr.1.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND THE GENERAL ASSEMBLY

1. The Territory of the New Hebrides has been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territory are set out in its reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. a/ The General Assembly's decisions concerning the Territory are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966 and 2357 (XXII) of 19 December 1967.

2. After considering the New Hebrides in 1968, b/ the Special Committee adopted the following conclusions and recommendations:

"(1) The Special Committee reaffirms the inalienable right of the people of the New Hebrides to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

"(2) Fully aware of the peculiar problems of the Territory by virtue of its being a condominium, as well as of the special circumstances of geographical location and economic conditions that exist in the Territory, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in the Territory.

"(3) The Special Committee regrets that no additional information concerning developments in the Territory was provided to the Committee by the administering Powers.

"(4) The Special Committee notes with concern that there are still no representative institutions in the Territory and that there is still only an Advisory Council, which was introduced as long ago as 1951, and which does not contain even a majority of elected representatives. It regrets that the administering Powers have made no proposals for the speedy implementation of the Declaration in the Territory.

"(5) The Special Committee recommends that the administering Powers take urgent measures to introduce representative political institutions and executive machinery in conformity with the principles of the United Nations Charter and the provisions of the Declaration in order to give the people of the Territory the earliest opportunity to express their wishes with regard to the implementation of the Declaration through well-established democratic processes based on the principle of universal adult suffrage.

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a/ Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. (A/5800/Rev.1), chapter XX, paras. 89-96; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XVII, paras. 23 and 24; *ibid.*, Twenty-second session Annexes addendum to agenda item 23 (part III) (A/6700/Rev.1), chapter XVII, para. 31.

b/ A/7200/Add.9, chapter XX.



"(6) The Special Committee is of the opinion that the slow progress in the Territory towards self-determination and independence, is due, in part, to insufficient awareness of the applicability of the Declaration.

"(7) The Special Committee is convinced of the importance of sending a visiting mission to the Territory. Such a visit would enable the Special Committee, through first-hand experience of conditions in the Territory and acquaintance with the views of the people, to assist the people of the Territory and the administering Powers in finding the speediest and most suitable way of implementing the Declaration in the Territory, in accordance with the freely expressed wishes of the people. The Special Committee therefore invites the administering Powers to reconsider their positions concerning visiting missions and allow a sub-committee to visit the Territory.

"(8) The Special Committee recommends that the administering Powers intensify the economic, social and educational advancement of the Territory through a concerted effort and to secure active participation of representatives of the people in the process. It further recommends that they seek the advice and assistance of the specialized agencies of the United Nations in formulating and implementing plans for this purpose."

3. By resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including the New Hebrides, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

## B. INFORMATION ON THE TERRITORIES<sup>c/</sup>

### INTRODUCTION

4. Basic information on the New Hebrides is contained in the report of the Special Committee to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XVII). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chapter XX, annex I, paras. 4-20). Further information on recent developments is set out below.

#### 1. GENERAL

5. The Territory's first census was taken on 28 May 1967. It showed a total population of 77,988, which included 72,243 New Hebrideans (92.6 per cent), 1,773 Europeans, 1,270 Polynesians and Micronesians and 1,151 part-Europeans.

#### 2. POLITICAL AND CONSTITUTIONAL DEVELOPMENTS

6. The Territory continues to be administered jointly by two Resident Commissioners, one British and one French, assisted by an Advisory Council which is partially elected.

7. In December 1968, proposals for constitutional changes were approved by the Advisory Council. The main changes contained in these proposals are set out below.

8. The membership of the Advisory Council will be increased from 26 to 30. The number of unofficial members will be increased from 20 to 24, but the number of official members will remain at 6 (the British and French Resident Commissioners, the Assistant British Resident Commissioner, the Chancellor of the French Residency, the Condominium Treasurer and the Condominium Superintendent of Works). Fourteen of the unofficial members will be elected, instead of 8 as in the past: 3 British and 3 French instead of 2 of each, and 8 New Hebridean instead of 4. There will then be 10 nominated unofficial members instead of 12: 3 British and 3 French, as before, and 4 New Hebridean members instead of 6.

9. Each of the eight New Hebridean elected members of the Advisory Council will be elected by one of eight electoral districts or constituencies which will be set up; under the present system New Hebridean members are elected by representatives of the local councils in each of the four administrative districts.

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<sup>c/</sup> This section is based on published reports and on the information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 3 July 1968 for the year ending 31 December 1967 and by France on 3 February 1969 for the year ending 31 December 1967.

10. In each electoral district there will be an electoral college composed of the representatives of the local councils in the district and a number of electors representing areas of the district without local councils. These areas will be divided into subdistricts corresponding to "natural" population groupings, i.e., small or lightly populated islands or groups of villages situated close to each other in the same part of an island. The people of each subdistrict will choose from amongst themselves one or more representatives (according to the size of the population), and these will meet with the representatives of the local councils at a convenient place in the electoral district to elect a member of the Advisory Council.

11. There will be two representatives for the first 500 inhabitants of each local council area and one additional representative for each additional 500 inhabitants. This is the same system as the one used for the elections to the Advisory Council in 1964. In the other areas, there will be one representative for the first 500 inhabitants and one additional representative for each additional 500. The administering Powers have pointed out that, as a result of these changes, local councils will be rather better represented in the electoral colleges than the other areas; the purpose of this discrimination, they state, is to encourage people in places where there are no local councils to form councils or to join existing ones.

12. In 1967, there were twenty-two local councils. According to the information transmitted by France, fifteen were said to be functioning satisfactorily.

### 3. ECONOMIC CONDITIONS

13. The economy of the Territory is based mainly on subsistence gardening and the production of copra. Other cash crops include cocoa and coffee. The economy has become more diversified with the growth of the frozen fish industry (since 1957) and the production of manganese ore for export (since 1962). However, in October 1968, it was reported that the Compagnie Française des Phosphates de l'Océanie, which has mined manganese deposits in the Territory, had announced that production would be stopped, in several stages. Poor grades of ore and "market problems" were the official reasons for the closure of the mines.

14. In 1967, exports were valued at \$A10,630,692, including \$A5,698,023 from copra, \$A2,143,085 from manganese and \$A2,039,078 from frozen fish. d/ In the same year imports were valued at \$A8,306,045. As in the previous year, most of the exports went to France and Japan, and the main sources of imports were Australia and France.

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d/ The pound sterling and the French franc are legal tender in the Territory. The currencies in use are the Australian dollar (\$A), which is valid for payments in sterling, and the New Hebrides franc (FNH), which is convertible into Australian currency. The issue of New Hebrides francs is regulated by the French authorities, who also fix the rate of exchange with the French franc. One pound sterling equals twelve French francs or \$A2.14. One Australian dollar equals \$US1.12. One New Hebrides franc equals \$US0.009. One Australian dollar equals 100 New Hebrides francs.

15. The Territory has three budgets: one for the Joint Administration or Condominium Government; one for the British National Administration; and one for the French National Administration. The budget of the Joint Administration provides finance for services that are operated jointly and makes contributions to each of the national administration budgets for health and educational services.

16. Revenue for the joint budget is derived principally from import-export duties and other local taxes. Revenue for each of the national budgets is derived mainly from grants by the administering Powers.

17. Revenue and expenditure under the joint budget in 1967 totalled \$A3,348,397 and \$A3,348,097, respectively. Estimated total revenue and expenditure under the British National Administration budget for the year 1967-1968, including colonial development and welfare grants, balanced at \$A1,991,784, most of it (\$A1,123,357) contributed by the United Kingdom. Revenue and expenditure under the French National Administration budget for the year 1967 totalled, respectively, 132,328,000 New Hebrides francs (FNH) and 121,217,000 FNH, compared with 110,968,000 FNH and 103,873,000 FNH in 1966. As in 1966, grants from France covered 73 per cent of the French National Administration budget.

18. The budget of the Joint Administration for 1969 was introduced in the Advisory Council by the two Resident Commissioners in December 1968. The budget, as approved, provides for a revenue and expenditure of \$A2,859,106, some \$A60,000 more than in 1968. A loss of revenue amounting to \$A12,000 was expected as a result of the closure of the manganese mines. This loss and the increased expenditure in other fields was to be met by additional import and export duties. The principal additional expenditures were to be for the improvement of air strips.

#### 4. SOCIAL CONDITIONS

##### Labour

19. Most of the indigenous population is engaged in producing subsistence and cash crops. Most of the employed labour works on copra plantations, trading ships, in stores or in government service. There is a general shortage of skilled and semi-skilled labour. In 1967, there were 36,016 persons working for wages and 5,879 on salary.

20. According to the report of the census taken in May 1967, the work force was expected to reach nearly 30,000 by 1982, compared with less than 20,000 in 1967. The report also noted that there was an increasing tendency by young New Hebridean men to move from subsistence agriculture to more sophisticated occupations.

21. Wages vary according to the type of labour and whether or not rations are included. The lowest wage is that of a rationed, unskilled plantations worker who earned \$A24 per month in 1967. At the other end of the scale, store employees received up to \$A200 and skilled artisans up to \$A250 per month.

## Public health

22. Medical facilities are offered separately by the British and French National Administrations. The Joint Administration also maintains a medical service. The latter provides preventive measures against malaria and epidemics, quarantine control, medical inspection of plantations and other labour sites, and free medical attention to the indigenous population.

23. In 1967, the Territory had 1 government general hospital, 3 auxiliary hospitals, 2 medical centres, 2 rural dispensaries with beds, 54 dispensaries and a psychiatric unit. In addition, the missions maintained a general hospital, 4 medical centres, 11 rural dispensaries with beds, 64 dispensaries, 1 leprosarium and 3 maternal and child-care clinics.

24. In 1967, there were 12 government registered physicians, 4 pharmacists, 1 dentist, 27 nurses, 68 dressers, 6 laboratory technicians and 2 hygiene inspectors. The missions had 2 registered physicians, 5 pharmacists, 1 dentist, 76 nurses, 22 dressers and 3 laboratory technicians.

25. The United Kingdom reports that the mass tuberculosis campaign started in 1964 with assistance from the World Health Organization (WHO) and the United Nations Children's Fund (UNICEF) was completed during 1967 and is being followed up by BCG inoculations. It further reports that, under the aegis of WHO and UNICEF, an immunization programme against tetanus, diphtheria, whooping cough and poliomyelitis is being prepared for pre-school and school-age children.

26. In 1967, expenditure on public health by the Joint Administration (including subventions to the national administrations) totalled £85,618, as compared to £75,272 in 1966. Estimated expenditure on public health by the British National Administration for 1967-1968 was \$193,751, compared with \$153,876 in 1966-1967. Expenditure on public health by the French National Administration in 1967 was 24,052,000 FWH, compared with 19,037,000 FWH in 1966.

## 5. EDUCATIONAL CONDITIONS

27. Primary education supported by the British National Service is provided mainly by independent or mission schools, of which there were 187 in 1967, with an enrolment of 9,499 children. In addition, the British National Administration operated 2 primary schools, with an enrolment of 200 pupils, 119 of whom were indigenous. The French National Administration operated 30 schools in 1967, staffed by 102 teachers, 33 of whom were indigenous, and with an enrolment of 2,521 pupils, 2003 of whom were indigenous.

28. The French National Administration operates 2 secondary schools, with a total enrolment of 180 students. Construction of a third French secondary school, at Port Vila, was reported to be finished, and the school was scheduled to open in March 1968. This school was to have facilities for 400 students. The British secondary school had an enrolment of 55 pupils in 1967. There is also one independent secondary school, staffed by seven teachers, with a total enrolment of 84 students. In addition to the students in the Territory, 12 scholarship students were in British secondary schools overseas and 16 in French secondary schools overseas (13 in New Caledonia and 3 in France).

29. There is one independent vocational school which had an enrolment of 25 students in 1967. An additional 12 scholarship students were in British vocational schools overseas. The British National Administration operates a teachers' college staffed by 6 teachers, which had an enrolment of 59 students in 1967.

30. In 1967, 3 students were in French universities on scholarships granted by the French National Administration. Four students were in the United Kingdom undergoing teacher-training courses.

31. The Condominium Government does not provide funds for educational services out of its Joint Administration budget but gives an annual subsidy to the national administrations, which in turn assist the mission schools. In 1967, the subsidy amounted to £50,000, compared with £30,625 in 1966. Estimated educational expenditure by the British National Administration for 1967-1968 was \$147,299, including disbursements from the Joint Administration. Added to this was \$225,389 from colonial Development and Welfare Funds for recurrent expenditure. Educational expenditure by the French National Administration in 1967 amounted to 634,000 French francs.

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Territory of the New Hebrides at its 88th, 89th, 95th, 97th and 98th meetings between 31 March and 27 June 1969 (see A/AC.109/SC.3/SR.88, 89, 95, 97 and 98).
2. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex I to this chapter).
3. In accordance with established procedure, the representative of the United Kingdom of Great Britain and Northern Ireland, as one of the two administering Powers concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.
4. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/PV.667-670).

B. ADOPTION OF THE REPORT

5. Having considered the situation in the Territory, and having heard statements by the representative of the United Kingdom as one of the administering Powers concerned, the Sub-Committee adopted its conclusions and recommendations a/ on the Territories at its 98th meeting on 27 June 1969, subject to the following reservations: The representative of the United States of America made a general reservation as a whole and specific reservations concerning paragraphs (1) and (6) (A/AC.109/SC.3/SR.98).
6. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.573.

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 11 of this chapter.

## CHAPTER XVIII

### GUAM AND AMERICAN SAMOA

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537) decided, inter alia, to refer Guam and American Samoa to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 702nd and 704th meetings, on 1 and 3 July.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968, as well as other resolutions of the General Assembly, particularly resolution 2430 (XXIII) of 18 December 1968 concerning twenty-four Territories, including Guam and American Samoa, by operative paragraph 7 of which the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution".
4. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the General Assembly, and on the latest developments concerning the Territories.
5. In addition, the Special Committee had before it one written petition concerning Guam, namely, a letter dated 27 May 1969 from Mr. J.S. Perez, Deputy Administrator, Guam Economic Development Authority (A/AC.109/PET.1055).
6. At its 702nd meeting, on 1 July, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/SR.702), introduced the report of the Sub-Committee concerning Guam and American Samoa (see annex II to this chapter).
7. At the same meeting, statements on the report were made by the representatives of Poland and the Union of Soviet Socialist Republics (A/AC.109/PV.702).
8. At the 704th meeting, on 3 July, further statements on the report were made by the representatives of the United States of America, the United Kingdom of Great Britain and Northern Ireland, Venezuela, the Union of Soviet Socialist Republics, India and Afghanistan (A/AC.109/PV.704).
9. At the same meeting, the Special Committee, adopted the report of Sub-Committee II and endorsed the conclusions and recommendations contained



therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 11 below.

10. On 5 September, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United States to the United Nations for the attention of his Government.

#### B. DECISION OF THE SPECIAL COMMITTEE

11. The text of the conclusions and recommendations adopted by the Special Committee at its 704th meeting, on 3 July, to which reference is made in paragraph 9 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable right of the people of the Territories of Guam and American Samoa to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV) of 14 December 1960;

(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in these Territories.

(3) The Special Committee notes the steps which are being taken to expand and diversify the economy of Guam; nevertheless, it considers that the economy continues to revolve around the existence of military bases in the Territory and that such a situation affects the process of decolonization in the Territory. It is of the view that the dependence of the Territory on military activities should be brought to an end.

(4) It would appear that the indigenous inhabitants play only a minor role in the economic development of both Territories. In this connexion, the Special Committee would welcome information concerning the ownership of new industries in both Guam and American Samoa. In the view of the Special Committee, full participation by the local inhabitants in the economic development of their respective Territories is desirable, if such development is to be truly in their interest.

(5) While the Special Committee considers that the recent constitutional developments constitute a step towards self-government, especially in Guam, it considers that they tend in both Territories to perpetuate association with the administering Power.

(6) The Special Committee reiterates its view that visiting missions to the Territories would enable it to obtain invaluable first-hand experience of conditions in the Territories and acquaintance with the views of the people. This would assist the Special Committee in finding the speediest and most suitable way of implementing the Declaration in the Territories, in accordance with the freely expressed wishes of the people. The Special Committee therefore urges the administering Power to reconsider its position concerning visiting missions and to allow a sub-committee to visit the Territories.



ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.533 and Add.1.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE  
AND BY THE GENERAL ASSEMBLY

1. Guam and American Samoa have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. <sup>a/</sup> The General Assembly's decisions concerning the Territories are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966 and 2357 (XXII) of 19 December 1967.

2. After considering the Territories in 1968 <sup>b/</sup> the Special Committee adopted the following conclusions and recommendations:

"(1) The Special Committee reaffirms the inalienable right of the people of the Territories of Guam and American Samoa to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

"(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territories, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in these Territories.

"(3) While welcoming the signing of the Guam Elective Governor Act into law, by which the people of Guam will for the first time elect their Governor in November 1970, the Special Committee regrets that the administering Power has not abided by the wishes of the elected representatives of the people to have the first election of their Governor in November 1968.

"(4) The Special Committee notes with concern that the recent constitutional changes that have occurred in Guam and American Samoa are insufficient to enable the people of the Territories to determine their future except in terms of complete association with the administering Power. It therefore recommends to the administering Power that it transfer greater executive responsibilities to the representatives of the people and grant more responsibilities to the elected representatives of the people, in accordance with the Declaration contained in General Assembly resolution 1514 (XV).

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<sup>a/</sup> Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 8 (A/5800/Rev.1), chapter XVI, paras. 64-71, chapter XVII, paras. 95-102; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chapter XVIII, paras. 65 and 66; *ibid.*, Twenty-second session, Annexes, addendum to agenda item 23 (Part III) (A/6700/Rev.1), chapter XVIII, para. 81.

<sup>b/</sup> A/7200/Add.9, chapter XXI.

"(5) The Special Committee is of the view that the establishment of military bases in Guam is incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV).

"(6) The Special Committee still feels that in spite of considerable economic progress, the economy of the Territories continues to be mainly 'military oriented', and that the proposed economic enterprises tend to perpetuate the dependence of the economy on the existence of the military bases. It also feels that the indigenous population continues to have only a minor role in the control and management of the economy of the Territories. It therefore urges the administering Power to accelerate economic development and encourage the active participation of the local people. It reiterates its view that the primary dependence of the economy of Guam on the military activities of the administering Power should be reduced by greatly diversifying the economy of the Territory.

"(7) The Special Committee reiterates its request to the administering Power to intensify the educational and training facilities of the Territories so as to enable the people of the Territories to occupy more responsible positions and play a larger role in the economy.

"(8) The Special Committee is of the firm belief that a visiting mission to the Territories would contribute to a greater understanding, on the one hand, of the problems facing the Territories and, on the other, of the role that the Special Committee and the United Nations seek to play in questions of decolonization. Such a visit would enable the Special Committee, through first-hand experience of conditions in the Territories and acquaintance with the views of the people, to assist the people of the Territories and the administering Power in finding the speediest and most suitable way of implementing the Declaration in the Territories, in accordance with the freely expressed wishes of the people. The Special Committee therefore invites the administering Power to reconsider its position concerning visiting missions and allow a sub-committee to visit the Territories."

3. By resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including Guam and American Samoa, the General Assembly approved the chapters of the report of the Special Committee relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status; and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

## B. INFORMATION ON THE TERRITORIES

### 1. GUAM<sup>c/</sup>

#### Introduction

4. Basic information on Guam is contained in the report of the Special Committee to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XVIII). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chapter XXI, annex I, paras. 4-62). Further information on recent developments is set out below.

#### Political and constitutional developments

##### (a) Constitution

5. In September 1968, the ninetieth Congress of the United States adopted the Guam Elective Governor Act which was subsequently signed by the President of the United States. The act provides for the popular election of a Governor and a Lieutenant-Governor for four-year terms with the first election to be held on 3 November 1970. There will no longer be a presidential veto of decisions made by the Guam Legislature. The Secretary of the Interior will appoint a comptroller responsible for auditing the accounts of the Guam Government. He will also be responsible for ensuring that federal revenues paid into the treasury of the Government of Guam are properly accounted for and audited.

6. Apart from the promulgation of this act, there has been no other change in the constitutional arrangements described in the Special Committee's latest report of the General Assembly. Until the November 1970 elections, the Territory will continue to be administered by a Governor appointed by the President of the United States. The Legislature is unicameral and consists of twenty-one representatives elected at large biennially by universal adult suffrage. In addition, the Territory has nineteen district commissioners elected every four years. Their primary function is to work with various government agencies and departments to promote the general welfare of the people. These activities are co-ordinated by a chief commissioner appointed by the Governor with the advice and consent of the Legislature.

7. An act was adopted by the Ninth Guam Legislature in August 1968 authorizing the convening of a constitutional convention not later than 1 June 1969 to review and make recommendations on proposed changes to the Organic Act of Guam. Election of delegates is to be held on or before 1 May 1969 on a non-partisan basis. Each municipal district will be entitled to one delegate for each 2,000 residents or fraction thereof.

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<sup>c/</sup> This section is based on published reports and on the information transmitted to the Secretary-General by the United States of America under Article 73 e of the Charter on 19 February 1969 for the year ending 30 June 1968.

(b) 1968 elections

8. In the general election held on 5 November 1968, the Democratic Party captured all twenty-one senatorial seats in the Tenth Guam Legislature. In the elections for the nineteen commissioners, five of the incumbent candidates were defeated.

(c) Future status of the Territory

9. In his annual message on the State of the Territory delivered at the opening of the Tenth Guam Legislature, the Governor of Guam stated that efforts to provide the Territory with a non-voting delegate to the House of Representatives of the United States Congress, coupled with steps to achieve statehood, was one of the objectives his office would be striving for during the next few years. He continued that a campaign would be mounted to secure passage of a constitutional amendment under which the people of Guam, during the interim period before statehood was achieved, could vote in the election for the President and Vice-President of the United States.

10. The Tenth Guam Legislature has adopted a resolution creating a select committee to continue the legislative study of the possible reintegration of all the Marianas Islands within the governmental framework of Guam.

(d) Judiciary

11. At its last session, the Ninth Guam Legislature adopted an act which extended the jurisdiction of the Island Court, provided trial by jury, raised the salaries of judges and altered the system by which future judges will be selected. The Island Court has jurisdiction in all criminal cases not involving felonies, in some civil matters, marital relations, probate, land registration and special proceedings. According to the new legislation, the Governor will now appoint to the bench a judge from among three candidates proposed by a panel consisting of the Judge of the United States District Court of Guam, a layman appointed by the Governor and a member of the Guam Bar Association elected by that group. Under the new law the limit on cases under civil jurisdiction has been raised from \$2,000 to \$5,000.

Economic conditions

12. Although Guam has a vigorous and growing business community and high hopes for an increase in its tourist industry, the economy is mainly "military oriented". In 1966, the Guam Economic Development Authority was established in order to diversify the economy of the Territory. During the year under review, the Guam Economic Development Authority (GEDA) co-sponsored an exploratory tuna fishing survey with the Taiwan Ocean Fishery Development Administration in the waters south of the island. The survey indicated that there were potentially good fishing grounds in the waters around Guam. The Authority also disbursed \$24,000 to five applicants for agricultural development loans, participated in a \$200,000 loan for the construction of an eighteen-unit motel (its share was 50 per cent), participated in a \$125,000 loan for the construction and operation of an auxiliary food service (its share was 20 per cent) and allocated \$105,000 as its share in the construction of the Territory's first modern slaughterhouse

and meat processing facility. The Authority further approved eleven applications for tax exemption certificates from companies engaged in the assembling of watches, the provision of tourist hotel facilities, lumber milling and the manufacture of tobacco products, alcoholic beverages, furniture and candy.

13. In October 1968, the President of the United States signed a measure to permit the territorial Government of Guam to establish an economic development fund of \$5 million to be used for loans to attract private business and industry to the island.

14. At the beginning of 1969, the Governor of Guam presented to the new Tenth Guam Legislature a five-year plan for the socio-economic development of the Territory. The emphasis in the plan is to utilize the resources of the civilian community and to lessen dependence upon military establishments. Selected as first in a list of major objectives was the development of the tourist industry. The number of visitors has grown from 1,900 in 1964 to 18,000 in 1968 and it is hoped that there might be 75,000 in 1972.

15. In this connexion, the administering Power reported the opening in 1967 of a new airport terminal capable of handling the expanding Western Pacific air traffic. Guam has become the focal point between Hawaii and the West Coast of the continental United States, Japan, the Philippines, South-East Asia and Australia. Guam is also a regular port of call for ten shipping lines.

16. Several major United States airlines have been seeking Pacific air routes with stopovers in Guam. President Johnson, at the end of his administration, approved a decision of the Civil Aeronautics Board which awarded new international routes across the Pacific to two airlines already serving the area and to two new companies in the area. He also awarded authority to fly the Pacific to an all-cargo airline. In January 1969, however, President Nixon rescinded the decisions and ordered a new study of the situation.

17. In line with the development of tourism in the island, a new sixty-three-room beach resort hotel was opened at Tumon Bay on 15 December 1968. The hotel is managed and operated by a Japanese tourist enterprise. Japanese tourists have been coming to Guam in increasing numbers since the establishment of direct flights to Tokyo in May 1967. They are reported to number from 800 to 1,000 per month and account for the greatest number of tourists on Guam.

18. In September 1968, the President of the United States signed a bill increasing authorized appropriations under the 1963 Guam Rehabilitation Act from \$45 million to \$75 million and extending for five years, i.e., until 30 June 1978, the time in which payments may be made to the Government of Guam. Under the rehabilitation programme adopted after typhoon "Karen" struck Guam in 1963, approximately 63 per cent of the federal funds made available are to be returned, with interest, by the Guam Government over a thirty-year period from the date of the transfer of the funds.

19. Five capital improvement projects were completed during the year under review and of the original \$45 million authorized, more than \$36 million has been appropriated by the United States Congress for projects in education, community development, public works, resources development and public utility rehabilitation and expansion.



20. The Guam Power Authority was formed under an act adopted by the Ninth Guam Legislature and signed into law by the Governor in May 1968. Under this act and its companion, the Guam Power Authority Revenue Bond Act, the Authority is to set up and provide funds for an island-wide power system, generate its own power, and as soon as practicable, acquire by purchase or lease, electrical utility properties owned by the United States Navy and jointly used to supply electric power for civilian consumers, federal agencies and military installations.

21. Power peak-loads, in the period under review, reached 30,000 kw in the civilian community, an increase of more than 100 per cent in five years. Power consumption averaged 500,000 kwh per day. In this connexion, construction has begun on the first unit of the Tanguisson Point power plant. When completed in 1971, the first increment will provide an additional 22-megawatts of power for the island-wide power system. Provision has been included in the plant design for ultimate expansion to 132-megawatt capacity. The project will cost \$8.5 million.

22. In February 1969, work was started on the construction of the plant of the Guam Oil and Refining Company. The refinery, which will be the Territory's first major industry, is expected to cost \$10 million and is planned for completion early in 1970. It will have a capacity of 30,000 barrels a day. The firm is a private venture and crude oil will be supplied by a major international supplier. It is hoped to have a "modest" export market eventually.

23. During the period under review, Guam's representative in Washington, D.C. appealed to the United States Congress for "equity, fairness and justice" in allocating future quotas on mainland imports of watches from United States territorial possessions. Under the present formula, the United States Virgin Islands is assigned seven-eighths of this quota, while the remaining one-eighth is divided, two-thirds for Guam and one-third for American Samoa. In 1968, the quotas provided that the United States Virgin Islands might enter 4,208,750 units, Guam, 400,763 units and American Samoa 200,577 units.

24. General fund revenue and expenditures for the fiscal year 1967/1968 totalled \$36,508,141 and \$38,983,567, respectively, compared with \$28,525,599 and \$26,705,632 for the previous fiscal year.

25. Imports during the fiscal year 1967/1968 totalled 327,000 tons valued at \$79,921,000. Exports totalled 71,502 tons and transshipment 26,571 tons.

## Social conditions

### (a) Labour

26. Until 1968, the Department of Labour and Personnel was responsible for the implementation and administration of personnel rules and regulations within the Government and all labour laws and regulations of the Territory. It recruited personnel for most of the government departments and agencies and provided a central service for their other personnel needs. In the public sector, the department was concerned with promoting apprenticeship and job training, improving working conditions and pay standards, and seeking employment preference for local workers over alien and other off-island labour.

27. Public Law 9-238 of the Ninth Guam Legislature established a new Department of Labour which has assumed certain functions performed by the former Department of Labour and Personnel as well as the role of mediator in labour-management disputes, when so required by the Governor. All functions not specifically assumed by the new Department of Labour have been taken over by an equally new Department of Administration created by Public Law 9-239. This department is a centralized agency for the transaction of the internal business of the Government of Guam.

28. A third enactment of the Ninth Guam Legislature in this field was Public Law 9-240, the Public Employee-Management Relations Act, which provides guidelines for promoting orderly and constructive relationships between the Government of Guam and its employees. The Law calls for the formulation of a comprehensive employee-management relations programme to be administered by the Director of the Department of Administration.

29. Recruitment for private industries and the federal government agencies is handled separately by the Guam Employment Service, an affiliate of the United States Employment Service, United States Department of Labour.

30. At 30 June 1968, the Territory had a labour force of 21,316, 57 per cent of whom were employed either by the Federal Government or by the Government of Guam. Twenty per cent of the force were Philippine nationals utilized primarily in construction projects. At the end of the year, the number of employees of the Government of Guam totalled 5,493 of whom 3,682 were regular employees. A total of 147 aliens were employed by the territorial Government and the number of off-island (United States) employees was 391.

31. The Minimum Wage and Hour Act was amended by Public Law 9-159 to become effective on 1 June 1968. The amendment extended to coverage of the Act and increased the minimum wage from \$1.25 to \$1.40 per hour.

32. Another enactment by the Ninth Guam Legislature amended the Guam Workmen's Compensation Law by increasing maximum weekly compensation for disability from \$35 to \$56; funeral expenses from \$400 to \$600; and maximum compensation for injuries not resulting in death from \$10,000 to \$20,000.

33. During the period under review, a special presidential mission of the Republic of the Philippines visited Guam, inter alia, to study existing labour conditions in areas of the Pacific where Philippine labourers are employed and to determine the status of 16,000 Philippine islanders employed outside the Philippines who are under contract to United States firms and the United States Department of Defense.

(b) Housing

34. Plans for a 250-unit low-rent housing project to accommodate low-income families were completed during the year. The project, which is expected to cost \$5,698,900, is being financed entirely through federal funds. The work is being done by the Guam Housing and Urban Renewal Authority, assisted by technicians of the Renewal Assistance Office of the Department of Housing and Urban Development. The units will be constructed on six different sites and

will range from one to six bedrooms. Ground was broken on the project in January 1969 to mark the official start of construction. Plans call for completion of the project within eighteen months after construction is begun, but some of the units should be completed and ready for occupancy by July 1969. It is estimated that the Territory needs 4,000 more units to satisfy housing needs.

(c) Public Health

35. The Department of Public Health and Welfare is divided into two divisions, one for public health, the other for welfare. The 235-bed Guam Memorial Hospital underwent substantial major improvements during the year under review, including construction of an isolation delivery room suite, installation of a radio paging system of communication and development of a new physio-therapy department. A total of 7,329 patients were admitted during the year, including 1,915 maternity and 126 tubercular cases. Expenditure by the hospital and the Department of Public Health and Welfare during the fiscal year 1967/1968 totalled \$3,520,191 and \$1,038,748 respectively, compared with \$2,757,450 and \$1,383,795 in 1966-1967.

36. A resolution has been submitted to the Tenth Guam Legislature requesting a study to determine whether federal funds could be made available for the construction of a new hospital. This request is the result of reports that federal funds for the present hospital might be cut because it does not conform to minimum federal standards.

Educational conditions

37. School attendance is compulsory for all children between the ages of six and sixteen, inclusive. In the fiscal year 1967/1968, there were two senior high schools, five junior high schools, a trade and technical vocational school and nineteen elementary schools. The Territory has some 700 classrooms serving 11,915 elementary and 7,273 secondary school students.

38. Because of a continuing and acute shortage of teachers and administrative personnel in the public school system, the College of Guam established a separate School of Education during the year. The new graduate school offers programmes leading to the degree of Master of Arts in education in the areas of art, biology, English, guidance and counselling, "reading specialist", general social science, history and political science.

39. The College of Guam adopted a university structure in September 1967 by establishing three undergraduate schools - arts and sciences, education and continuing education - and a graduate school. It was granted a maximum five-year accreditation by the Western Association of Schools and Colleges in the spring of 1968. Two other programmes of major significance were instituted at the college - a police academy and a nursing education programme. A programme for a Master of Science in biology was to be implemented late in 1968.

40. The college's student population totalled 1,764. Total enrolment during the year ending 30 June 1968 was 5,478, including part-time students. Eighty-one

Bachelors of Arts degrees were conferred in June 1968. Enrolment for the autumn semester of 1968 was 1,943.

41. Expenditure by the Department of Education during the fiscal year 1967/1968 amounted to \$10,678,533 compared with \$7,316,225 in 1966/1967. Expenditure by the College of Guam totalled an additional \$1,608,177 in 1968, compared with \$839,086 in 1967.

Introduction

42. Basic information on American Samoa is contained in the report of the Special Committee to the General Assembly at its twenty-second session (A/6700/Rev.1, chapter XVIII). Supplementary information is set forth in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chapter XXI, annex I, paras. 63-98). Further information on recent developments is set out below.

General

43. The 1960 census showed that American Samoa had a population of 20,051. The estimated population in June 1968 was 28,000.

Political and constitutional developments

(a) New constitution

44. The new constitutional arrangements to come into operation in American Samoa in 1969 were described in the Special Committee's latest report to the General Assembly. In brief, the new instrument ratified by the voters in November 1966 calls for expansion of the Senate from fifteen to eighteen members and of the House from seventeen to twenty members. The opening date of the regular session was advanced to February and the maximum length of a session was increased to forty days.

45. The new Constitution enables the Legislature to appropriate funds raised from local revenues and gives it a new role in the preparation of the Territory's budget. The new Constitution also provides for revision five years after adoption.

(b) Judiciary

46. Much study was given during 1967/1968 to re-establishing courts at a lower level. These courts, which functioned well in past years, would handle minor problems at the village level. There is a strong popular belief, according to the report of the administering Power, that lower courts would make the judicial system more effective.

(c) Public service

47. At 30 June 1968, the public service included 2,844 local career service employees, 185 contract and sixteen federal civil service employees. If district governors, county chiefs, pulenu'us and leoleos are included in local government employees, the total number of local employees is raised to 2,922.

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d/ This section is based on published reports and on the information transmitted to the Secretary-General by the United States of America under Article 73 e of the Charter on 1 April 1969, for the year ending 30 June 1968.

Contract employees, usually from the United States, are recruited on two-year contracts to fill highly skilled positions where no Samoans are available. Most of these are assigned to the Education Department.

### Economic conditions

48. The Government of American Samoa is financed from local revenues, supplemented by grants-in-aid from the United States Congress. Direct appropriations are provided for the office of the Governor, the Legislature, the Chief Justice and the High Court. Congressional grants and direct appropriations for the fiscal year 1967/1968 totalled \$US7,324,791, compared with \$US9,149,000 in 1966/1967 and \$US9,029,811 in 1965/1966. Local revenues for 1967/1968 were in excess of \$US4.4 million compared with \$US4 million for the previous year.

49. The value of imports increased from \$US9.4 million to \$US12.1 million during the year under review. Exports grew from \$US27.1 million to \$US30 million during the same period. Warehouse space was a problem as imports rose from 7,000 tons in 1966/1967 to 9,500 tons in 1967/1968. This situation was not expected to be corrected until the completion of a transit warehouse.

50. The Governor of American Samoa, Mr. Owen S. Aspinall, stated in his introduction to a programme memorandum for the Territory that the economic future of American Samoa rested on the following: (a) the possibility of attracting light industry (e.g., watch assembling and lumber finishing); (b) the training and placement of Samoans in small enterprises; (c) utilization of those grants and matching fund projects provided by the United States Congress; and (d) an overhaul of the entire government structure to improve its operating efficiency.

51. Subsistence farming and fishing continue to be a major facet of life in the Territory, but, as reported previously, the economic base is shifting from agriculture to industry and tourism (A/7200/Add.9, chapter XXI, annex I, para. 75).

52. To study the feasibility of commercial fishing, the United States Bureau of Commercial Fisheries conducted a survey to locate the best fishing grounds near the main island of Tutuila. A research vessel made forty-six trips, caught over 18,000 pounds of fish and found seven areas with a significant concentration of marketable fish, chiefly snapper. Surveys for new grounds will continue and a boat which local fishermen can afford will be built or purchased for them by the Department of Agriculture.

53. At the end of 1968 an agreement was reached with Sheffield Watch Company of New York to open an assembly plant in 1969 through a subsidiary, the Samoa Time Corporation. Under the joint agreement of the Department of Commerce and the Interior Controlling Allotments, the firm will be allowed to assemble and send to the United States 197,000 units duty-free as an initial allotment. e/ The firm was to build its assembly plant on land leased from the Government near the Tafuna International Airport. It would also build three houses for the supervisors from the United States, as well as train fifty Samoan employees who would eventually operate the plant. The watch parts were to be imported from Japan and Europe.

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e/ Under United States law, some products can be imported duty free if over 50 per cent of the cost of these products is incurred in United States territory.

54. The administering Power reports that like most South Pacific areas, American Samoa continued to build towards a promising tourist industry in 1967/1968. The number of visitors to the Territory who remained more than twenty-four hours rose to 10,825, an increase of 52 per cent over the previous year. These tourists spent \$US2 million in the Territory.

55. In 1968, plans were announced to increase air service between Hawaii and points in the South Pacific. Consequently, the Government of the Territory began negotiations for federal guarantees to build an additional 114 rooms to the Samoan-owned Pago Pago Intercontinental Hotel at the cost of \$US2.2 million. In addition, a local commercial group has announced plans for a 52-room hotel with construction beginning early in 1968/1969.

56. According to the 1960 survey, made by the New Zealand Government when it was surveying Western Samoa, only 28 per cent of American Samoa's 76.2 square miles can be used for agriculture. Of the 12,320 acres of arable land, an estimated 40 per cent is not fully utilized. Although an agricultural production is needed, development of the land is hindered by the complexity and ambiguity of the land tenure system. The administering Power states that a current and complete survey is vitally needed.

57. The settling of land disputes has been a major function of the Office of Samoan Affairs. During 1967/1968, it handled forty-two cases, four of which went on to settlement in court. During the period under review, the Legislature created a division of Lands and Titles in the High Court which, it is considered, will go far in stabilizing land titles, as will a complete new survey of the Territory conducted by the United States Coast and Geodetic Survey in 1967/1968.

58. Taro remains the foundation of the American Samoan's diet. In the past, the Department of Agriculture had issued permits with specified quotas to American Samoans who wished to import taro from other countries, chiefly Western Samoa, for sale or for their own consumption. This plan was adopted to ensure that local growers had a market for their produce. Between July and December 1967, there were 1,275,045 pounds of taro imported to sell at an average of \$US0.20 per pound. But many of the vendors were allowing importers to sell under Samoan permits in exchange for free bags of taro. Consequently, the Government of American Samoa revoked all permits and designated the Department of Agriculture to import and sell all taro. Approximately 1,292,702 pounds were imported from Western Samoa and sold at \$US0.10 per pound by the Department between January and June 1968. American Samoans consumed an estimated 7,473,445 pounds of taro during the year under review. Of this amount, 53 per cent was produced in the Territory.

59. The entomology unit of the Plant and Animal Quarantine Office continued to eradicate plant pests and diseases in the period under review, especially the rhinoceros beetle which is a threat to the Territory's \$US100,000 copra industry. This work was curtailed, however, because of shortages of funds and personnel.

60. The purchase of two new additions to the Government's fleet was of substantial benefit to the Department of Port Administration.

61. A \$US160,000 government launch, the Manusina, was constructed and purchased in New Orleans. The vessel was delivered in Pago Pago on 15 February 1968 and between 2 March and 30 June had made twenty-two round trips to the Manu'a Islands

and numerous trips around Tutuila, serving villages on the north shore of the island. The boat can carry fifty passengers as well as some freight.

62. Another tug, the Tatoso, was delivered in New Orleans on 15 June. It will enable Pago Pago harbour to handle large vessels afloat and encourage large cruise ships to call at the Territory.

63. The Construction Division of the Department of Public Works handled \$US1,801,120 in projects, the largest of which was the continuing development of roads on Tutuila on which \$US450,000 was spent. All divisions of the Department were affected when a tropical storm struck Tutuila in February 1968, causing extensive damage to roadways, bridges and other facilities. With two minor exceptions which involved continuing work on seawalls, all of the repairs were completed at a cost of \$US173,603.

### Social conditions

#### (a) Labour

64. The administering Power reports that during the period under review Star-Kist Samoan, Incorporated, employed about 500 Samoans, primarily in production. The average monthly payroll to Samoans during the calendar year 1967 was \$US79,729. The firm was served by ninety-two Asian fishing boats which had approximately 1,840 Asian fishermen aboard. Star-Kist also employed nine polagi (foreign) supervisors from the United States. The Van Camp Company also had a work force of nearly 500 Samoans with an average total monthly payroll of \$US79,000. It was served by fifty-two vessels manned by about 1,000 Asian fishermen.

65. Efforts of labour unions to organize workers in American Samoa received a setback with a recent ruling by the National Labor Relations Board (NLRB) that it had no jurisdiction in the Territory. Construction and General Laborers' Union, Local No. 368 of the Laborers' International Union of North America (AFL-CIO) had petitioned the Board to hold elections among the employees of Standard Oil of California, the Van Camp Sea Food Division of Ralston Purina Company, and Star-Kist Samoan, Inc., at Pago Pago. The Board ruled that the term "territory" as used in the National Labor Relations Act did not refer to American Samoa. It pointed out that American Samoa has no Federal District Court and that its people, while United States nationals, were not citizens.

#### (b) Public health

66. On 6 June 1968 the Lyndon B. Johnson Tropical Medical Center was opened, with 200 beds and 133,000 square feet of space for medical care programmes. Approximately \$US210,000 of new medical and dental equipment was purchased and installed in the new hospital. As part of a comprehensive health care plan, the Department of Medical Services also operated five satellite dispensaries to serve isolated villages. During the year under review, two of these dispensaries were opened in the Manu'a Islands and two were renovated.



67. As at 30 June 1968, medical services had 381 local employees. Of these, 300 were on the staff of the new hospital working with a small cadre of specialists from the United States.

#### Educational conditions

68. In 1967/1968, there were twenty-seven public and five private elementary schools, one private and four public high schools and one public teacher-training school. A total of 7,283 and 1,620 students were enrolled in public and private schools, respectively, compared with 7,273 and 1,527 in 1966/1967.

69. A major programme launched during 1967/1968 involved 132 teachers and administrators who were trained in a five-week workshop to prepare for a two-month pre-school programme. The programme was to enrol about 800 children of pre-school age, or approximately 80 per cent of those entering school in September 1968. The Samoan language would be used exclusively to develop conversational abilities, questioning and understanding through oral communication - an infrequent practice between adults and the very young in Samoa. This programme was expected to stimulate the first graders' curiosity as well as increase their ability to learn English and other subjects.

70. Under the Governments' scholarship loan programme, Samoans are sent to the United States and elsewhere for advanced training and education. During 1967/1968 126 Samoans furthered their education under this programme. The total amount appropriated for scholarship loans was \$US200,450.

71. There were 292 teachers in public elementary schools, 32 in private elementary schools, 81 in public high schools and 8 in the private high school. Three teachers participated in the teacher-training programme.

72. Approximately 200 employees are recruited by the Government from the United States on two-year contracts. About 111 specialists are assigned to the Education Department and may renew their contracts by mutual agreement with the Government. The administering Power reports that this practice is the exception and that the lack of continuity is a handicap. The optimum goal is to train American Samoans to fill these positions.

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Territories of Guam and American Samoa at its 89th to 91st, 93rd, 97th and 98th meetings between 8 April and 27 June 1969 (see A/AC.109/SC.3/SR.89, 90, 91, 93, 97 and 98).
2. The Sub-Committee had before it the working papers prepared by the Secretariat (see annex I to this chapter).
3. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/PV.667-670).

B. ADOPTION OF THE REPORT

4. Having considered the situation in the Territories, and having heard statements by the representative of the United States of America as the administering Power concerned, the Sub-Committee adopted its conclusions and recommendations a/ on the Territories at its 98th meeting on 27 June 1969, subject to the following reservations:

(a) The representative of Poland made a specific reservation concerning the omission of the conclusion contained in paragraph (5) of the Sub-Committee's report to the Special Committee in 1968, b/

(b) The representative of the United States made a general reservation on all the recommendations and conclusions.

5. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.576.

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body without modification. They are reproduced in paragraph 11 of this chapter.

b/ A/7200/Add.9, chapter XXI, annex II.

CHAPTERS XIX-XXII

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## CHAPTER XIX

### TRUST TERRITORY OF THE PACIFIC ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to refer the question of the Trust Territory of the Pacific Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 718th and 719th meetings, on 20 and 21 October.
3. During its consideration of the item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee as well as by the Trusteeship Council, and on the latest developments concerning the Trust Territory. The Committee also took into account the report of the Trusteeship Council at its thirty-sixth session to the Security Council concerning the Trust Territory of the Pacific Islands. 1/
4. At the 718th meeting, on 20 October, the Rapporteur of Sub-Committee II in a statement to the Special Committee (A/AC.109/PV.718), introduced the report of that Sub-Committee concerning the Trust Territory of the Pacific Islands (see annex II to this chapter). At the same meeting, the representative of Poland made a statement (A/AC.109, PV.718).
5. At the 719th meeting, on 21 October, the representative of the Union of Soviet Socialist Republics made a statement (A/AC.109/PV.719) and submitted an oral amendment to paragraph 3 of the conclusions and recommendations in the above mentioned report. This sentence, which read:

"The Special Committee considers that any future that the inhabitants of the Territory decide upon for themselves in an act of self-determination should not in any way be prejudged",

would be replaced by the following:

"The Special Committee considers that the Administering Authority should not in any way prejudice the future of the Trust Territory upon which the inhabitants are to express themselves".

6. At its 719th meeting, on 21 October, the following statements by the representatives of Ethiopia, the United States of America, the United Kingdom of Great Britain and Northern Ireland, Mali, the Union of Soviet Socialist Republics and Iraq (A/AC.109, PV.719), the Special Committee adopted, without objection, the

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1/ Official Records of the Security Council. Twenty-fourth Year, Special Supplement No. 1 (S/9400).

oral amendment referred to in paragraph 5 above. Statements in exercise of the right of reply were made by the representatives of the United States and the Union of Soviet Socialist Republics (A/AC.109/FV.719).

7. At the same meeting, the Special Committee adopted the report of Sub-Committee II as orally amended, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members would be reflected in the record of the meeting. These conclusions and recommendations are set out in paragraph 9 below.

8. On 22 October, the text of the conclusions and recommendations was transmitted to the Permanent Representative of the United States to the United Nations for the attention of his Government.

### B. DECISION OF THE SPECIAL COMMITTEE

9. The text of the conclusions and recommendations adopted by the Special Committee at its 719th meeting, on 21 October, to which reference is made in paragraph 7 above, is reproduced below.

(1) The Special Committee reaffirms the inalienable right of the people of the Trust Territory of the Pacific Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Territory, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in the Trust Territory.

(3) The Special Committee notes that the Future Political Status Commission set up by the Congress of Micronesia presented its report in the period under review. The Special Committee would like to receive information on it at an early date. The Special Committee considers that the Administering Authority should not in any way prejudge the future of the Trust Territory upon which the inhabitants are to express themselves.

(4) The Special Committee is concerned that there are still no Micronesians in the higher echelons of the central executive and urges the Administering Authority, as a matter of primary importance, to take immediate steps to rectify the situation.

(5) The Special Committee notes that the economic dependence of the Territory on the Administering Authority has not decreased. It further considers that any measures taken to stimulate outside investment should be in such a manner as to ensure that they do not lead to subsequent dependence on foreign economic interests providing such capital.

(6) The Special Committee requests the Administering Authority to redouble its efforts in the field of education and to create, in particular, at an early date, facilities for higher education.

(7) The Special Committee reiterates its view that visiting missions to the Trust Territory would enable it to obtain invaluable first-hand experience of conditions in the Trust Territory and acquaintance with the views of the people. This would be particularly appropriate in the light of the disturbing petitions which were received from the Trust Territory earlier in the year. It would assist the Committee in finding the speediest and most suitable way of implementing the Declaration in the Trust Territory, in accordance with the freely expressed wishes of the people. The Special Committee therefore urges the Administering Authority to reconsider its position concerning visiting missions and allow a sub-committee to visit the Trust Territory.

ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.585

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE AND BY THE TRUSTEESHIP COUNCIL

1. The Trust Territory of the Pacific Islands has been considered by the Special Committee since 1964. The Special Committee's conclusions and recommendations concerning the Trust Territory are set out in its report to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. <sup>1/</sup>

2. After considering the Trust Territory of the Pacific Islands in 1968, the Special Committee adopted the following conclusions and recommendations:

"(1) The Special Committee reaffirms the inalienable right of the people of the Trust Territory of the Pacific Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

"(2) Fully aware of the special circumstances of geographical location and economic conditions that exist in the Trust Territory, the Special Committee reiterates its view that the question of size, isolation and limited resources should in no way delay the implementation of the Declaration in the Trust Territory.

"(3) While welcoming the increasing role of the Congress of Micronesia in the government of the Trust Territory and the increasingly important role it plays, the Special Committee urges the Administering Authority to grant to the Congress full and clearly defined legislative powers and the means to exercise these powers.

"(4) The Special Committee is concerned that there are still no Micronesians in the highest echelons of the central executive, and therefore urges the Administering Authority to take immediate steps to allow Micronesians to gain early experience in the framing of policy and the exercise of political responsibility at cabinet level.

"(5) The Special Committee notes that over 95 per cent of the Trust Territory's central budget is provided by grants appropriated by the Congress of the United States, over which the Congress of Micronesia has no power of appropriation, so that it exercises no effective financial control over the larger part of government activities. The Special Committee therefore urges the Administering Authority to take steps to enlarge the financial responsibility of the Congress by progressively extending its powers to include appropriation of United States subsidies.

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<sup>1/</sup> Official Records of the General Assembly, Nineteenth Session, Annex No. 8 (A/5800/Rev.1); chap. XVIII, paras. 57-66; *ibid.*, Twenty-first Session, Annexes (A/6300/Rev.1); chap. XVIII, paras. 65, 66; A/6700/Add.13, chap. XIX, para. 33.



"(6) While the Special Committee is aware of the plans to strengthen the economy of the Trust Territory, it reiterates its belief that in order to ensure the economic viability of the Trust Territory, more ought to be done to lessen the economic dependence of the Trust Territory on the Administering Authority.

"(7) The Special Committee, while taking note of the educational progress achieved in the Trust Territory, urges the Administering Authority to intensify the implementation of its declared objectives in the field of education and take immediate steps for the creation of facilities for higher education.

"(8) The Special Committee is of the firm belief that a visiting mission to the Trust Territory would contribute to a greater understanding, on the one hand, of the problems facing the Trust Territory and, on the other, of the role that the Special Committee and the United Nations seek to play in questions of decolonization. Such a visit would enable the Special Committee, through first-hand experience of conditions in the Trust Territory and acquaintance with the views of the people, to assist the people of the Trust Territory and the Administering Authority in finding the speediest and most suitable way of implementing the Declaration in the Trust Territory, in accordance with the freely expressed wishes of the people. The Special Committee therefore invites the Administering Authority to reconsider its position concerning visiting missions and allow a sub-committee to visit the Trust Territory."

3. The Trusteeship Council, at its thirty-sixth session in May and June 1969, completed its examination of the annual report of the Administering Authority for the period 1 July 1967 to 30 June 1968 (T/1694).

4. In a letter dated 18 June 1969 (A/AC.109/332), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on the Trust Territory of the Pacific Islands for submission to the Security Council. <sup>2/</sup> The report contains, in addition to the Trusteeship Council's conclusions and recommendations and the observations of its individual members, detailed information on political, economic, social and educational conditions.

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2/ Official Records of the Security Council, Twenty-fourth Year, Special Supplement No. 1 (S/9400).

## B. INFORMATION ON THE TERRITORY<sup>3/</sup>

### Introduction

5. Basic information on the Trust Territory of the Pacific Islands is contained in the Special Committee's report to the General Assembly at its twenty-third session (A/7200/Add.9, chap. XXII, annex I, paras. 5-140). Supplementary information is set out below.

### General

6. Land and people. The population of the Territory totalled 94,469 at June 1968, compared with 91,448 at June 1967. The statistical data show that in 1968 some 52,900 persons were under 20 years of age and approximately 27,400 were in the 5 to 14 age group. The distribution of the resident population in the six districts was as follows: Mariana islands, 11,452; Palau, 11,904; Yap, 6,870; Truk, 26,368; Ponape, 18,877; and Marshall Islands, 18,998.

7. Population movements. According to the Administering Authority, it has begun a major effort this year which will result in the complete rehabilitation of Bikini Atoll and the return and resettlement of its former inhabitants. Anticipated expenditures for the rehabilitation programme of the islands, to be phased over a six-year period, will be \$3 million. The Bikini people are being made full partners in the planning, and will be active participants in the rehabilitation, replanting and construction work.

8. At its thirty-sixth session held in June 1969, the Trusteeship Council, while welcoming this programme, expressed the hope that, as soon as feasible, similar measures would be taken in respect of the other displaced communities. It also welcomed the statement by the Administering Authority that, in respect of the former inhabitants of Eniwetok, it was taking active steps to ensure that any past injustices were corrected and current conditions improved.

9. War damage claims. On 18 April 1969, the Government of the United States and Japan signed an agreement in Tokyo which provided for the settlement of the Micronesian war claims. Under the terms of this agreement, the United States and Japan joined in an ex gratia agreement, namely, one which did not involve questions of legal liability, to contribute \$10 million to the inhabitants of the Trust Territory. Under the terms of this agreement, Japan will make an in-kind payment equivalent to \$5 million for the welfare of the inhabitants, which the Administering Authority intends to convert into cash for the settlement of claims. The United States, for its part, will establish a \$5 million fund, similarly to be used for the welfare of the inhabitants. It was stated in the announcement that

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<sup>3/</sup> The information presented in this section has been derived from published reports. Also used in the preparation of this section has been the information concerning the Trust Territory of the Pacific Islands before the Trusteeship Council at its thirty-sixth session, in particular the report of the Administering Authority for the period 1 July 1967 to 30 June 1968 transmitted under Article 88 of the Charter (T/1694).

since all agreements of comparable type made by Japan with other Asian countries had included provisions for the resumption of normal economic and commercial relations, the United States has agreed to permit Japanese fishing vessels to have access, subject to requirements of the Administering Authority, to the two Micronesian ports of Moen in Truk and Koror in Palau. This access would begin at the time Japanese funds were made available to the Territory's Government. All shore facilities used by the Japanese fishing vessels would be strictly in the hands of the Micronesians. Japan has also been accorded the right to salvage sunken Japanese ships in Micronesian territorial waters for a three-year period beginning with the Japanese payment. The Micronesians would enjoy the same rights to undertake such salvage operations on sunken Japanese ships.

10. It was also stated that the collection and evaluation of the claims would be the subject of careful consideration by the Government of the Trust Territory in consultation with the Congress of Micronesia and in light of the views of the individual claimants themselves. Although, for particular reasons, some awards might be made to a community, it was expected that in most cases awards would be made to individuals.

11. With regard to war damage claims against the United States, claims in the amount of approximately \$24 million were filed with the Trust Territory Attorney General's office by the dead-line of 15 September 1968. It was expected that the evaluation of these claims by the Trust Territory Government would be completed within six to nine months.

12. At its thirty-sixth session, the Trusteeship Council noted with satisfaction the signature of the agreement on the subject between the Governments of the United States of America and Japan, and expressed the hope that the measures necessary for implementation would now be quickly completed and payments rapidly made, after consultation with the Congress of Micronesia and the individuals concerned. It also expressed the hope that a definite solution to the problem of claims against the United States would be reached by the next session of the Council and that payments would be made at the earliest possible date.

#### Political and constitutional developments

13. General. Executive and administrative authority of the Government of the Territory and the responsibility for carrying out the international obligations undertaken by the United States with respect to the Territory are vested in a High Commissioner, appointed by the President of the United States by and with the advice and consent of the United States Senate. Legislative authority resides in the Congress of Micronesia as specified in the Secretary of the Interior's Order No. 2918 of 27 December 1968. The Congress consists of two houses elected on the basis of universal adult suffrage. The judicial authority is independent of the executive and legislative powers. The High Court is the supreme judicial authority in the Territory. It has Appellate and Trial Divisions. The High Court consists of the Chief Justice, two associate justices, a temporary justice, and a panel of three temporary judges. They are appointed by the United States Secretary of the Interior. There are also district courts and community courts in the Territory.

14. The Secretary of the Interior paid a visit to the Territory in May 1969, and introduced what has been described as a new plan, with specific goals and time-tables for the solution of Micronesia's problems. At the thirty-sixth session of

the Trusteeship Council, the Special Representative of the Administering Authority, who is also the new High Commissioner of the Trust Territory, announced that as part of the new programme, greater emphasis would be placed on a Micronesian training programme reaching every level of every branch of the Trust Territory Government. To assist in the drafting of legislation vital to the economic and political progress of the Trust Territory, the Secretary of the Interior had invited representatives of the Congress of Micronesia as well as Micronesian members of the Trust Territory staff, to come to Washington, D.C., immediately following the next session of the Congress.

15. The Trusteeship Council was also informed that the Future Political Status Commission of the Congress of Micronesia had submitted an interim report in 1968 and was scheduled to make a final report to the Congress in July 1969. The Commission members had travelled throughout the South Pacific area and were at present visiting the six districts of the Trust Territory to consult with and obtain from the people their desires and wishes regarding their future political status.

16. Congress of Micronesia. The Congress of Micronesia met twice in 1968-1969. Its regular session in July and August 1968 was followed, on 5 November, by the third general election in the Territory. The new Congress held its first regular session in January 1969.

17. During its session in July 1969, four interim committees of the Congress were to report their findings and recommendations regarding the direction and substantive changes to be made in four important areas: (a) in education, to recommend a system of education most responsive to the social needs and particular skills required in Micronesia; (b) in governmental affairs, to determine which changes, if any, in the structure of the executive branch of the Government were necessary to provide efficiency in the operations of the Government; (c) in finance, to meet with representatives of the Administration to plan and assign priorities in programmes and to set the timing of execution of public projects and services; and (d) finally, in political development, the Future Political Status Commission will submit its final report to the Congress.

18. As a result of the promulgation of Secretarial Order No. 2918, members of the Congress of Micronesia have been placed on a full-time basis. From 1 July 1969, the salaries of the members were to be paid by United States federal appropriation, each member receiving \$3,500 per annum, with the exception of the presiding officers of both Houses, who will each receive \$4,000 per annum. In lieu of an annual session of thirty days, the Congress of Micronesia will now have an annual session of forty-five days and an organizational session in January following each biennial election.

19. The Administering Authority reports that before the recent elections, the Government disseminated information on such matters as registration, voting procedures, dates of elections, through radio broadcasts and meetings with local officials. Political parties in the districts, as well as some candidates, also expended considerable effort in encouraging their supporters to register and vote. According to the Administering Authority, political campaigning, in the commonly understood sense, began about eight years ago, and its intensity has varied from extremely lively campaigns in the Mariana Islands and Palau to more sedate campaigns in the other districts. Candidates are given radio broadcast time to

describe their programmes. Public meetings are held, and in some areas candidates also are beginning to visit constituents in their homes. Political parties are found only in the Mariana Islands and Palau Districts. Mariana Islands District has two parties: the Popular Party and the Territorial Party. An indication of their strength is that in recent years no candidate for public office has run independently of the parties. In Palau, the Liberal Party and the Progressive Party have been active since 1963.

20. The Administering Authority reports that it has pledged to involve the Congress of Micronesia to a much greater degree in every stage of the planning and budgeting of funds required to meet the needs of the Trust Territory. The Committee on Budget and Finance of the Congress of Micronesia has been meeting with the budget and planning staff of the Administering Authority since 23 May 1969. Legislation will be prepared for the next session of the Congress, in July 1969, to bring the Congress of Micronesia more thoroughly into the budgeting process. This will involve both drawing up the budget that the Administration of the Territory will present to the Congress of the United States, and drafting the budget of the Congress of Micronesia to raise funds from local sources of taxation.

21. The authority of the High Commissioner to designate legislation as urgent and, if such legislation were not passed in a form acceptable to him, to promulgate it as law with the concurrence of the Secretary of the Interior, was rescinded in December 1968. The High Commissioner may submit legislation to the Congress, and recommend its enactment. It does not authorize the High Commissioner to introduce legislation; this right is reserved for members of the Congress. In the fourth regular (1968) session, the Executive Branch transmitted a total of twenty-six legislative proposals to the Congress. Of that number, twelve were enacted by the Congress and approved; ten were reported by the Committees but failed of enactment in the Congress; and four were not reported out of Committee.

22. The High Commissioner's powers over legislation passed by Congress are set out in Secretarial Order 2918. According to this Order, every bill passed by the Congress shall be presented to the High Commissioner for approval. If he disapproves the bill, he shall return it to the Congress with his objections within ten consecutive calendar days after it has been presented to him. If the High Commissioner does not return the bill within such a period, it shall be a law as if he had signed it, unless the Congress, by adjournment, prevents its return, in which case it shall be a law if signed by the High Commissioner within thirty days after it has been presented to him. When a bill is returned by the High Commissioner to the Congress with his objections, each House may reconsider it. If the bill is repassed by both Houses of the Congress by a two-thirds majority of the entire membership of each House, it shall again be presented to the High Commissioner. If he does not approve it within twenty days, he shall send it, together with his comment thereon, to the Secretary of the Interior. Within ninety days after its receipt by him, the Secretary of the Interior shall either approve or disapprove the bill. If he approves it, it shall become a law.

23. With regard to the "pocket-veto" - the term used in connexion with legislation which is allowed to die through failure of the High Commissioner to sign it - although there is no requirement that such a veto be explained, it is the announced intention of the present High Commissioner to provide the Congress with an adequate explanation in writing on every bill which does not become law.

24. The Trusteeship Council, at its thirty-sixth session, was glad to note the longer duration of the sessions of Congress, and the decision to pay members on a full-time basis. The Council also welcomed the activities of the four interim committees of the Congress on future political status, education, finance and governmental organization, and their increased involvement with the executive in governmental matters. It reaffirmed its previous conclusion that, as the effective voice and instrument of Micronesian wishes, the Congress must have full and clearly defined legislative powers and the means to exercise those powers. It also reaffirmed its hope that steps would soon be taken to broaden the financial responsibility of the Congress by progressively extending its powers to include appropriation of United States subsidies.

25. Executive. Several organizational changes took place during the year under review in the executive branch. These changes included assigning a Micronesian to the position of Special Assistant to the High Commissioner; dividing the Department of Community Services into separate Departments of Public Health and Education; establishing a "Planning Programming Budgeting System" office for long-range planning; and engaging a physical planning co-ordinator.

26. The whole area of government reorganization in the Trust Territory has recently been under study by the Committee on Governmental Organization of the Congress of Micronesia. The Committee, consisting of three senators and three members of the House of Representative, has held lengthy hearings in every district. The High Commissioner has stated that he has given the Committee on Governmental Organization his pledge that he will make no change in the structure of the executive branch of the Trust Territory Government until the Administering Authority has received, studied and discussed with them the report which they will soon submit to the Congress of Micronesia. He believed that this should indicate to all concerned the sincerity of the Administration's pledge to increase steadily and rapidly the involvement of the Micronesian people in their own Government.

27. At its thirty-sixth session, the Trusteeship Council, bearing in mind the recommendations of the 1967 Visiting Mission, was concerned that there were still no Micronesians in the highest echelons of the central executive, and reiterated its belief that Micronesians should gain early experience in the framing of policy and the exercise of political responsibility at cabinet level. The Council welcomed the intention of the Special Representative to take into account the conclusions of the Congress on the report of its Committee on Governmental Organization before making any change in the structure of the executive branch of the Trust Territory Government.

28. Local government. The charter of the Marshall Islands District Legislature has been amended to provide for a reduced, more workable, more representative membership. In Yap, a District Legislature, representing all the islands of Yap, has been authorized by the Congress of Micronesia and is already organized. All six districts are now fully and completely represented by district legislatures.

29. Public service. At 30 June 1968, the number of non-indigenous persons employed by the executive branch of the Trust Territory Government was 441, of whom 183 were employed at headquarters and 258 in the districts. The corresponding figures for the previous year were 183 at headquarters and 276 in the districts.

Micronesians are employed in accordance with the terms of the Trust Territory merit system, enacted by the Congress of Micronesia as Public Law 2-2, and with policies and procedures established by the High Commissioner. Qualification standards for Micronesian employees, specifications of approved positions, and standardized rates of pay are described in the Micronesian Title and Pay Plan. At 30 June 1968, the total number of Micronesians employed in the executive branch of the Government was 4,071. Of these, 212 occupied senior, professional and executive positions; 2,518 occupied professional, administrative and protective positions; and 1,341 were in manual occupations and skilled crafts. The corresponding figures for the previous year were 177 and 2,450 and 1,281 respectively.

30. The Territorial Personnel Board, established by the above-mentioned law, began functioning in the period under review, giving Micronesians a greater voice in the Administration's personnel management policy. The function of the Board is to supervise and evaluate the operation of the merit system. During its first session in April 1968, the four-member Board evaluated the Trust Territory personnel programme and recommended improvement in many areas.

31. An intern programme in management was initiated in 1966 to select and train young Micronesians who have high potential for administrative posts. By the end of 1967/1968, six Micronesians had successfully completed the programme and had been assigned to management positions in the Departments of Resources and Development, Budget and Finance, and Personnel Administration at headquarters and in the district centres. Seventeen interns were expected to complete training during 1968/1969. The Administration also gives employees the opportunity to train in their specialized fields at the East-West Center in Hawaii, through courses given by the South Pacific Commission and elsewhere. During 1967/1968, nearly 150 employees attended refresher courses or specialized training courses in medical and para-medical fields, clerical skills, education, agriculture, administration, accounting, radio fields, land management, home economics, criminology and in skilled trades such as automobile mechanics. The new High Commissioner has stated that greater emphasis would be placed on a Micronesian training programme and that he had assigned a key member of his staff to develop and supervise this all-important training project.

32. The annual report under review stated that Micronesians held administrative and professional jobs in all districts and were increasing their knowledge and experience. Micronesians who had assumed high level administrative and professional duties were covered under the higher salary schedule established for professional and managerial employees. High-level appointments of Micronesians have included a District Administrator, a Special Assistant to the High Commissioner, a Deputy Assistant Commissioner for Resources and Development, and seven assistant district administrators. The political affairs offices, both at headquarters and in the districts, are directed and staffed exclusively by Micronesians and the entire Public Affairs Department has only four United States citizens. The judiciary branch of the Trust Territory's Government has continued its Micronesian training programme with the result that it now has only eight United States citizens among its more than 200 officers and employees.

33. The High Commissioner told the Trusteeship Council at its thirty-sixth session that the Administering Authority fully realized that as Micronesians prepare themselves eventually to occupy every position in their Government, there must be

an equalization of the United States and Micronesian pay scales in the Trust Territory. This programme would be given most careful consideration and would necessarily involve the Congress of Micronesia in its development. The Administration's goal in this regard was to have a time-phased plan of implementation ready for submission to the United States Secretary of the Interior by 31 December 1969.

34. The Trusteeship Council, at its thirty-sixth session, was concerned that, in spite of the priority attached by the Administering Authority to training Micronesians to enable them to take over positions in the public service, limited progress had been made in the last year, and that no Micronesians had yet reached head-of-department level. The Council once again urged the Administering Authority to expand its training programme and to increase its efforts in this field.

35. Future status of the Trust Territory. At the thirty-sixth session of the Trusteeship Council, Mr. Olympio Borja, Vice-President of the Senate of the Congress of Micronesia and Adviser to the Special Representative of the Administering Authority, stated that the Future Political Status Commission of the Congress of Micronesia would submit a final report to the Congress in July 1969. The Commission, in the meantime, had publicly announced its tentative recommendation to the Congress of Micronesia that Micronesia be constituted as a self-governing State and that this Micronesian State, internally self-governing and with Micronesian control of all its branches, including the executive, negotiate entry into free association with the United States. As Micronesians, they would like, at this time, to invite the United States to meet with the Micronesian people and their leaders to decide on the timing and early termination of the Trusteeship Agreement governing Micronesia and binding on the people of those islands. If the prospect of an early termination of the Trusteeship Agreement was not within the realm of possibility at this time, they would like to propose that this instrument be revised in a manner acceptable to the United Nations, the United States and the Micronesian people. Any revision of the Trusteeship Agreement should set forth the specific terms, conditions and timetable whereby economic and social development in Micronesia would eventually make the future political status of the Micronesian people a timely question to raise and to resolve. The Future Political Status Commission of the Congress of Micronesia had expressed its predominant sentiments about the future political status of Micronesia: political independence with some yet undefined but quite loose association with the United States. The United States as the Administering Authority had not defined its aspirations, wishes or views with respect to the future political status of Micronesia. Neither had the Trusteeship Council articulated in specific terms how and when Micronesia should begin to discuss the prospect of terminating the present trusteeship arrangements whereby Micronesia had become a ward of the United States. It seemed to him that the time was ripe, the occasion was appropriate and the opportunity was right for such an exchange of views to take place. Senator Borja added that the Congress of Micronesia would still have to review and examine all recommendations from the Future Political Status Commission in July 1969. Any recommendation at this time, therefore, would be subject to acceptance by the Congress of Micronesia at its session next July.

36. At the same session, Mr. Chutomu Nimwes, Member of the House of Representatives of the Congress of Micronesia and Adviser to the Special Representative, stated that while the choice of continued dependency on the world community for surveillance and on the magnanimity of the United States was not at all desirable, the alternative of being completely without ties offered a grim prospect of



hopelessness and despair. It was readily admitted that a viable, self-governing Micronesia must be afforded the opportunity to build itself a foundation sufficiently strong in both capital and human resources. Micronesians took comfort in the fact that a stirring of new thought and action was becoming evident in the Territory and that winds of change were beginning to blow, albeit still at zephyr strength. Mr. Nimwes expressed confidence that the future held prospects of greater accomplishments than efforts in the past had attained.

37. At the thirty-sixth session of the Trusteeship Council, the representative of the United States recalled that at the thirty-fifth session of the Council, his delegation had discussed former President Johnson's proposal for the establishment of a United States status commission, and the hopes that the Administering Authority had held for the role which such a commission could play in bringing about self-determination for the people of Micronesia. The proposal had required approval of the United States Congress, however, and the required legislation had not been enacted.

38. The United States representative said that his Government was still dedicated to a course of action which would give the Micronesians the opportunity to exercise their right of self-determination in the near future. But considering the advances which they had made in their own consideration of the problems involved in any future status - which was evident in the work of the Micronesian Future Political Status Commission and in other expressions of interest in this question which were now evident in the Territory - the concept of a United States status commission no longer appeared appropriate to the task ahead. Rather, the Secretary of the Interior, in his visit to the Territory in early May 1969, had proposed to the Micronesian leaders that a less formal procedure be followed. Specifically, he had asked the Congress of Micronesia to select a group of its wisest, most experienced members to meet with the representatives of the United States Government to devise legislation which would provide for a status consistent with the wishes of the majority of the people in the Territory, a status presumably involving a lasting political partnership between the Territory and the United States.

39. The exact nature of this partnership was still to be determined. It would, in the first instance, have to reflect the desires of the Micronesians as expressed by the representatives elected in response to the proposal of the Secretary of the Interior. The final agreement would have to be approved by the inhabitants of the Territory in an act of self-determination. The United States representative was convinced that the realization of the objectives of the new administration would not only bring important benefits to the people of Micronesia, but would also accelerate their evolution towards self-determination.

40. Finally, the Special Representative stated that the question of any vote on the future political status of the Territory would be determined by the Congress of Micronesia after full consultations with the United States Government. He could assure members of the Council that any such election would be held under the surveillance of a committee of observers appointed by the United Nations.

41. The Trusteeship Council, at its thirty-sixth session, noted the development of democratic expression in the Trust Territory of the Pacific Islands and the increasing readiness of the people of Micronesia to assume responsibility for deciding their own future. It urged the Administering Authority to facilitate this evolution in all its aspects and to continue its efforts to increase the

understanding of the people of Micronesia in regard to the various possibilities open to them in the process of self-determination.

42. The Council reaffirmed the inalienable right of the people of Micronesia to self-determination, including the right to independence, in accordance with the United Nations Charter, the Trusteeship Agreement and General Assembly resolution 1514 (XV) of 14 December 1960 and 1541 (XV) of 15 December 1960.

43. Taking note of the activities of the Future Political Status Commission of the Congress of Micronesia, it welcomed the invitation to the Administering Authority, referred to by the Special Adviser, to meet with Micronesian representatives to decide on the termination of the Trusteeship Agreement. It also welcomed the suggestion by the Administering Authority that the Congress of Micronesia should select a group of members to meet with representatives of the United States Government to devise legislation which would provide for a status consistent with the wishes of the majority of people in the Territory. The Council noted the statement by the representative of the Administering Authority that it would provide the Micronesians with the opportunity to exercise their right of self-determination in the near future. The Council also expressed the hope that the procedures now envisaged would in no way slow down the process of consultation with the Micronesians on the question of their future, or progress towards self-determination in accordance with their wishes.

44. Recalling the objectives of the International Trusteeship System set out in Article 76 of the United Nations Charter, the Council reaffirmed that the ultimate status of the Trust Territory of the Pacific Islands would have to reflect the desires of the Micronesians. It welcomed the observation by the representative of the Administering Authority that this status would have to be approved by the inhabitants in an act of self-determination, and the statement of the Special Representative that such an act of choice would be held under the surveillance of a committee of observers appointed by the United Nations.

45. The Council urged the Administering Authority to vigorously pursue its efforts, in close co-operation with the Congress of Micronesia, to prepare the people of the Territory to exercise their right to determine their own future.

#### Economic conditions

46. General. The economic structure of the Territory is based mainly on subsistence farming and fishing. The national income of the Territory, based on wages and exports, was estimated at \$14,904,672 for 1967/1968, compared with \$11,370,000 for the preceding year.

47. At the thirty-sixth session of the Trusteeship Council, Mr. Olympio Borja, Adviser to the Special Representative, stated that in the immediate days ahead the most urgent need in the Trust Territory would be to make the optimum use of manpower and financial resources available to Micronesia. With an annual budget for the Trust Territory of \$40 million, in addition to an estimated \$6.2 million from the other departments and agencies of the United States Government, much more should be accomplished. In spite of the substantial funds and extensive technical assistance made available to Micronesia, roughly 80 per cent of the Micronesian people could not be served effectively by the Government. Development and progress in Micronesia must, in the end, depend on the Micronesians.

48. At the same session of the Council, Mr. Chutomu Nimwes, who was also an Adviser to the Special Representative, said that economic and social development had not kept pace with the political development of Micronesia. Positive and forward-looking steps to utilize the resources of the islands and the sea surrounding them had yet to be taken. Many Micronesians would like to reverse the present economic trend existing in Micronesia whereby exports of goods and services were exceeded by imports. The disparity between the value of commodities imported into the Trust Territory and that of exports continued to widen from year to year at an unacceptable rate. At the same time, a need was developing to divert some attention from public services to the planning and development of the private sector of the Micronesian economy. The growing trend among the Micronesians of over-dependence on the Government must be changed to personal initiative, self-reliance, self-dependence and self-help. To this end, measures must be taken to make attractive and challenging opportunities available in the private sector of the economy. Such opportunities should be on a broad economic basis beyond simply making and producing copra and should conceivably include opportunities in agriculture, fishing, poultry, cattle and swine production, and perhaps even tourism and its ancillary supporting business ventures and prospects.

49. The Special Representative informed the Trusteeship Council at its thirty-sixth session that although economic development of Micronesia had remained somewhat behind schedule, during the period under review many factors had brought about a decided improvement. The physical master plan for the six districts of Micronesia prepared by Hawaiian architects and engineers had been completed and was being implemented by each district after thorough discussion and revision of the plan at the local level.

50. Construction programming and implementation had been strengthened by the creation of a Department of Public Works. This effort had previously been an activity within the Department of Administration. This Department was now headed by the Commissioner for Public Works, and Micronesian engineers were being graduated and enlisted in this effort.

51. The new Administration had pledged to urge early enactment of legislation by the United States Congress to grant Micronesian products the same duty-free status now afforded products of United States Territories, thus eliminating one long-standing bar to the economic progress of the Trust Territory. The Administration would also urge similar legislation to remove travel restrictions between Micronesia and the United States in order to encourage an even greater interchange among Micronesian and United States citizens for business, educational and travel purposes.

52. The Trusteeship Council, at its thirty-sixth session, convinced that economic development must be achieved along with political progress, recommended that the Administering Authority intensify its efforts to improve the economic prospects of the Territory. Noting that the present infrastructure was not adequate to achieve these ends, the Council urged that greater efforts be made in this direction. It also expressed concern about the worsening trade balance and voiced the hope that measures could be taken to remedy it by fostering export products and import substitutions.

53. Public finance. The Trust Territory depends largely on United States grants to balance its budget. In 1967, legislation authorizing \$25 million for 1967 and

\$35 million for 1968 and for 1969 was signed into law. Total revenue and expenditure for 1966-1968 were as follows:

	<u>1966</u>	<u>1967</u>	<u>1968</u>
	(United States dollars)		
Total expenditure	23,755,638	26,436,205	37,997,947
Total revenue	1,090,104	1,090,877	1,442,459
Deficit	22,665,534	25,345,328	36,555,488

Deficits are balanced by United States grants. In February 1968, the High Commissioner presented to the Appropriation Committee of the United States Senate and of the House of Representatives a statement in support of the Trust Territory's \$34 million budget request for 1968/1969.

54. Direct loans from the Economic Development Loan Fund totalling \$115,300 were made during 1967/1968, compared with \$193,700 in the previous year. Loans totalling \$164,200 were made to commercial banks in 1967/1968, compared with \$285,700 in 1966/1967. At 30 June 1968, the assets of the Economic Development Loan Fund amounted to \$991,236.85.

55. By the end of 1967/1968, forty-eight credit unions were operating in the Territory, an increase of seven over the previous period. The assets of these self-help thrift and lending institutions were valued at \$879,778, an increase of 62 per cent during the calendar year 1967. By the end of the period under review, total assets were estimated to be more than \$1 million. At the end of the calendar year 1967, 7,295 Micronesians were participating in credit unions and had saved \$764,485, an average of \$105 per member. During the calendar year 1967, credit unions made 4,059 loans to members amounting to \$1,208,846, an average of \$298 per loan. In most cases, the credit union is the only source for such loans.

56. Acting on the recommendation of the Trusteeship Council at its thirty-fifth session, the Trust Territory Government obtained the services of two experts from the United States Bureau of Internal Revenue to examine the fiscal structure of the Administration and to propose a local tax system with legislation to implement it. The Congress of Micronesia was to consider the resulting report at its session in July 1969. The total United States budgetary grant for 1969/1970 had been raised to \$41 million, compared with \$30 million in 1968/1969. A further increase is expected in 1970/1971.

57. The Administering Authority reported that in the field of economic development the Government of the Territory would take immediate and continuing steps to encourage the productive investment of Micronesian capital in profitable business ventures. One step in this direction would be to increase the Trust Territory Economic Development Loan Fund from its present level of \$700,000 to \$5 million, and the High Commissioner was to recommend this to the Congress of the United States. The Administration would also continue and expand the various programmes to train the Micronesian labour force in order to participate fully in an ever-expanding economy and simultaneously reduce the dependence of the area on government employment and government spending.

58. The Trusteeship Council, at its thirty-sixth session, noted with satisfaction the continuing increase of funds, amounting to \$11 million, planned by the Administering Authority for 1969/1970. It expressed the hope that, even if funds could only be authorized on a year-to-year basis, it might be done in such a way as to permit long-term planning of economic development.

59. The Council attached importance to the Economic Development Loan Fund and commended the Administering Authority's intention to seek an increase to a level of \$5 million. It expressed the hope that the lending activity of the Fund would be correspondingly expanded. It also expressed the hope that Micronesians could be given a greater part in the composition of the Board and would play an increasing role in its management.

60. The Council recalled its recommendation that the Congress of Micronesia consider the adoption of a suitable system of direct taxation applicable to all residents in the Territory. It noted that two tax experts were at present in the Territory and were preparing a report on the question, and further that this report was to be submitted to the Congress of Micronesia at its July 1969 session. The Council expressed the hope that substantial progress in this connexion might take place before its thirty-seventh session.

61. Agriculture and livestock. The principal commercial agricultural product of the Territory is copra. According to the report of the Administering Authority, it was hoped that cacao might become another cash crop in Ponape and Truk Districts with a possible minimum production of seventy-five tons of cacao beans for export by 1970. In 1967/1968, 35,400 pounds of cacao were produced, compared with 56,000 pounds in 1966/1967.

62. Copra continued to be the Territory's largest export item. Marketed by a local incorporated company, which is 60 per cent owned by Micronesians and under contract to the Copra Stabilization Board, copra is the only commodity on which buying prices are controlled. During the period under review, 12,880 short tons of copra valued at \$2,504,740 were exported. This represented an increased tonnage of 442 tons over 1967 and an increase in value of about \$820,000 due to the rising price of copra on the world market. The price per short ton of copra was maintained at \$102.50 during the year, enabling the Copra Stabilization Fund to increase from a low of \$383,000 to its present \$508,566. The report of the Administering Authority stated that regardless of the extent of fluctuation in the world price, copra was and, so far as could be determined, would continue to be a major source of income to a large portion of Trust Territory citizens for some time to come.

63. The Administration has proceeded with crop development of coconuts, copra, pepper, cacao, rice and vegetables. The coconut replanting programmes in the Marshalls and Palau are resulting in the replacement of old non-bearing trees with new plantings which will lead to greater copra production in the future. The rice programme in Ponape has a potential for meeting the internal needs of the Territory but still has the problem of converting additional lands to rice production. A pilot project on rice production for local consumption was under way with fifty acres planted so far. A total of 50,000 pounds of polished rice was produced during 1967/1968. The Administration was also reported to be developing the island of Rota as a vegetable garden. The agricultural training and experimental station on Ponape has only been closed down temporarily in order to expand and rehabilitate it.

64. Swine and poultry are the principal livestock in the Trust Territory. Cattle are concentrated mostly in the Marianas District, which had 5,471 head out of a territorial total of 5,945 during the period under review. The Marianas Development Corporation was conducting an apparently successful experiment in hog and cattle raising.

65. Although taking note of the efforts to diversify and increase agricultural production, the Trusteeship Council observed at its thirty-sixth session that only limited progress had been made to date and expressed the hope that these efforts would be intensified. The Council, concerned at the report of the closure of the Research Institute at Ponape, took note of the plans to reopen it on an expanded basis.

66. Fisheries. The goal of the Marine Resources Development Programme is to conserve, develop and use the Territory's greatest natural resource - the ocean and its products - for the nutritional and economic enrichment of the Micronesians. To develop this resource, the Administration has initiated six major programmes. conservation, in-shore fisheries development, off-shore fisheries development, boat-building, research and training.

67. With regard to conservation, a Palauan and Trukese, trained at the East-West Center in Hawaii, were directing the programme in their districts. Another conservation officer attended the two-month Fisheries Training Centre course in Palau in 1968 and a fourth conservation officer has just been newly recruited. The International Biological Programme Conference for the Conservation of Pacific Islands was held in Koror in November 1968. This conference resulted in an expert being invited to the Territory to study the damage being done to the coral reefs by starfish. It was hoped to curtail this destruction since the reefs are vital to all types of marine life. Plans were also being drawn up for the construction of the Palau tropical research laboratory. The Trust Territory has been active in promoting the new laboratory, which it is felt will develop into a major research centre in the Pacific.

68. The in-shore fisheries development programme encourages the full development and use of marine resources for the people of the Territory. The United Nations Food and Agriculture Organization (FAO) and the South Pacific Commission sponsored a fisheries training course in Palau in June 1968. The fisheries programme has been enlarged to include all marine resources of the Trust Territory. The possibilities for a fishing industry were indicated by the large increase in the 1968 catch by the Van Camp Company in Palau District.

69. The major marine industry in the Trust Territory is the skipjack fishery in Palau District which annually lands about 4,000 tons of fish, valued at about \$420,000, from boats manned largely by Okinawan fishermen. To prepare Micronesians for an ever-increasing role in this fishery, the Administration sponsors an advanced fisheries training programme in Hawaii where Micronesian fishermen work on skipjack boats operating out of Hawaii.

70. Site surveys for a commercial fisheries plant on Dublon, Truk District, were conducted during the year. A Honolulu firm assisted with a comprehensive study of the water resources of Dublon. Construction estimates were prepared to help determine the most practical of the three sites selected and surveyed.

71. Boat-building and dry-docking activities continued at the Palau shipyard. More than seventy boats, ranging in size from 8 to 45 feet in length, were built during the year for use throughout the Trust Territory and Guam. According to the current report of the Administering Authority, new construction was continuing at a rapid pace. The shipyard was drafting plans for building ferro-cement boats, barges and pontoons for bridges and floats. Plans to start construction of moulded glass hulls for vessels ranging in length from 14 to 25 feet were also being studied.

72. Land. Customary land tenure and utilization practices differ greatly throughout the Territory. According to the Nathan report, <sup>4/</sup> many traditional tenure arrangements often created obstacles to agricultural development. The system of undefined ownership by extended families and clans, with use rights by many, discouraged investment in land improvement. Land reform was the only ultimate solution, but the careful planning and equitable implementation of a well-conceived land reform would take much expert effort and many years to achieve.

73. The report of the 1967 Visiting Mission, commenting on the complex system of the existing patterns of land tenure and the problems of land management in the Trust Territory, observed that many, if not most, land boundaries were undefined and unsurveyed. The Mission considered the determination of land title and boundaries and a gradual reform of the system of land tenure as the necessary long-term foundations for development and better utilization of the land.

74. According to the report of the Administering Authority for the year ending 30 June 1968, the Administration, aware of the complexity of traditional land tenure systems, has been urging the people to seek solutions within the established judicial process and the administrative framework. The policy of the Government is to encourage ways and means to promote understanding of the need for a single consistent system of land holdings in the Territory.

75. The report further stated that until the customary land laws of the Territory had been codified, the existing handbook on customary land tenure and land law studies, along with supplementary studies and court opinions and decisions, would have to serve as a basic guide for the Administration in resolving land problems. Many variations in customs and practices had made codification a difficult task.

76. According to the same report, a war claims review which conducted a fact-finding tour of the Territory in the fall of 1966 collected some 1,067 post-secure war claims, amounting to \$16,081,800 against the United States and the Trust Territory Government. Almost one third of that amount pertained to claims for use and occupancy and for damage to real property. These post-secure war claims were being processed by the Attorney-General's staff, which had one man assigned full-time to collect evidence on the validity of the claims. Several district land management offices were providing staff assistance to the Attorney-General in processing these claims. It would take several years, however, before they were settled to the satisfaction of all concerned.

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<sup>4/</sup> Robert R. Nathan Associates, Inc., Economic Development Plan for Micronesia: A Proposed Long-Range Plan for Developing the Trust Territory of the Pacific Islands (Washington, D.C., 1966).

77. At the thirty-sixth session of the Trusteeship Council, Mr. Chutomu Nimwes, Adviser to the Special Representative, stated that a realistic approach to acceleration of development could not be obtained unless the Trust Territory Government came to grips with circumstances surrounding land rights, ownership, titles, recording and boundaries of both public and private lands in the Trust Territory. Solutions to land problems should be foremost in the order of priorities. There were said to be approximately 348,000 parcels of land privately held in the Territory. But for all these land holdings, not one certificate of title had been issued and not one lot had been officially registered. A survey had been made of only 16 per cent of these thousands of privately held lands. Mr. Nimwes further stated that in most districts, surveys of lands owned by the Government had not been made, and that in certain cases, where the Government considered itself to be the owner of certain lands, such claims had been contested as to either ownership, title, use or easements. It was necessary to solve land problems in Micronesia at the earliest possible moment in order to ensure the orderly economic and social growth of the Territory.

78. At the same session, the new High Commissioner stated inter alia that land was the single most important item and most sensitive issue that existed in Micronesia. The centuries-old lack of a clearly defined system of land title registration and land transfer laws reached every facet of life in the islands. It should be solved in order to reach the goals of political and economic progress. Although it would not be easy to solve this highly complex problem within one year, the Administration was now in the process of greatly expediting the land title survey and registration project and had set an optimistic goal for its completion by 30 June 1970. In this regard, he stated that the Administration would be seeking funds from the United States Congress so that land commissioners could be set up in each of the districts.

79. Questions of land tenure figured prominently in the communications and petitions concerning the Trust Territory of the Pacific Islands on the agenda of the Trusteeship Council at its thirty-sixth session. 5/ Land appropriation was also one of the questions raised by the petitioner granted a hearing at the thirty-sixth session. 6/

80. In reply to some of the land questions raised, the High Commissioner stated that the new Administration had pledged to the Micronesian people that no land would be taken for any government purpose without full discussion among all parties involved, nor would lands be so taken without full, adequate and prompt compensation to landowners. He added that within the last twelve months a number of areas of public land had been leased to Micronesian firms for the development of the economy and of new businesses, particularly small ones. The Administration could make greater strides in making this land available when it had registered and given title to each piece of land in the Territory.

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5/ See T/COM.10/L.12, 14, 17, 20, 21, 24 and 25; T/PET.10/44 and Add.1, 45, 47 and 50, and the written observations of the Administering Authority thereto contained in documents T/OBS.10/16, 17, 19 and 22 respectively.

6/ Mr. F.T. ULUMONG, Secretary of the Micronesian Students Club of the East-West Center of Honolulu. See T/PV.1350.



81. With regard to the petitions cited above, the Council decided, without objection, to draw the attention of the petitioners to the observations of the Administering Authority contained in the relevant documents and the statements made on these petitions by members of the Council during the thirty-sixth session.

82. At its thirty-sixth session, the Trusteeship Council noted that the Administering Authority was greatly expediting the land title survey and registration project and expressed the hope that the goal of 30 June 1970 set for its completion would be attained. The Council noted with satisfaction the statement that the Administering Authority would not take land for any government purpose without full discussion among all parties involved and that land would not be so taken without full, adequate and prompt compensation to landowners. The Council also noted with satisfaction the relinquishment to Micronesians of some public land and expressed the hope that other land not required for government use would be made available to the people for productive use. The Council expressed the hope that the Administering Authority would have substantial progress in these fields to report on at the next session.

83. Industries. Most small industries fall into the service classification. These businesses, which often are family-owned and operated, include auto repair shops, barber shops, charcoal manufacture, electric supply and repair shops, gas stations, goldsmithing, cinemas, photography, poultry and egg farms, refrigeration repair shops, restaurants, sawmills, stevedoring companies, and taxi and bus companies.

84. In regard to tourism, with the increasing movement of people and cargo to and through Micronesia, Continental Airlines has agreed to contribute substantially to the development of tourism through sizeable investment in hotels, advertising and promotion. It was working with the Economic Development Department to publicize the area as a tourist attraction and as a destination area. Under the agreement, the airline would spend approximately 6 per cent of its passenger revenues for promotional activities during the term of the contract. In December 1967, the Royal Taga, a first-class hotel, was opened in Saipan. The three-storey, \$800,000 structure was to be expanded from 54 to 100 rooms. Within the next three years, Continental was also planning to build an attractive and interesting Pacific-style hotel in each district. Construction would begin in Truk and Palau Districts in August 1969. Including the Royal Taga, about 189 rooms were currently available to travellers in the fifteen hotels throughout the Territory.

85. Tourism continued to expand. An estimated 12,000 tourists, mostly from the United States and Japan, visited Micronesia in 1968/1969, a 40 per cent increase over the previous year. In 1968, new immigration procedures were put into effect whereby United States citizens and aliens possessing valid United States visas could enter the Trust Territory for the purpose of tourism for a period of thirty days or less without first obtaining an entry permit.

86. The Trusteeship Council, at its thirty-sixth session, noted the impressive progress made in the field of tourism and expressed the hope that its development would also help that of other industries, particularly handicrafts. The Council felt that adequate training of handicraft workers would be important in maintaining quality and expanding production.

87. Co-operatives. Co-operatives in the Trust Territory have increased in number and volume of business. They buy copra and retail trade goods, often in remote areas where there are no other trading companies; catch and market fish; produce and market handicrafts; construct low-cost homes for members; and build and repair boats. By the end of 1966/1967, active co-operatives numbered 29, an increase of five over the previous year, and members numbered 7,499, an increase of 1,322 over 1966. At the end of 1967/1968, there were 33 co-operatives, an increase of four over 1967. Total sales in 1966/1967 were valued at \$4,147,930, an increase of \$443,884, or 12 per cent over 1966. Net savings for the calendar year 1967 amounted to \$453,201, while \$259,363 was returned to members in patronage refunds. Assets totalled approximately \$2.2 million at the end of 1967. According to the current annual report of the Administering Authority, total sales and other revenues of the co-operatives would exceed \$5 million for 1967/1968.

88. Transport and communication. The report of the Administering Authority stated that transportation played a key role in accomplishing the Administration's goals for the Trust Territory. Modernization and expansion of the transportation system, particularly in the maritime area, must go hand-in-hand with capital improvement and other developmental programmes.

89. Maritime transportation was not yet satisfactory, but negotiations with several shipping lines were under way for a new, ten-year contract for maritime service. The territorial Government owned three major logistic vessels. A fourth vessel, the M/V Majuro, had been purchased and began service in December 1967. Twenty-three Micronesians were serving aboard the four vessels as licensed officers. Of the four Micronesians who completed training at the Philippine Maritime Academy during the period under review, three have been assigned to the logistic vessels and one to terminal operations in Ponape. One other Micronesian was still at the Academy.

90. To upgrade the Territory's logistic transportation, the Administration has begun to place additional administrative vessels in service to meet educational, medical and community services requirements throughout the Territory. Previously, such services had to be combined with regular field trip service. The field trip vessels would now be able to confine their operations to meeting the direct logistic needs of the population. The first administrative vessel, the 178-foot all-steel M/V James M. Cook, began service in April 1968. Negotiations were under way for the acquisition of two additional vessels for administrative use.

91. According to the Administering Authority, air transportation has improved considerably since May 1968, when Air Micronesia took over air service in the Trust Territory. Air Micronesia is a corporation formed by Continental Airlines, Aloha Airlines and the United Micronesia Development Association which provides jet service from the Trust Territory to Honolulu, Guam and Okinawa. The airline replaced the previous service under which Pan American Airways operated the Trust Territory fleet of two DC-4 aircraft and two SA-16 amphibious planes. A Boeing 727 jet and/or a DC-6B now flies to all districts except Ponape, where the SA-16 aircraft has to be used until a new landing strip is completed in August 1969.

92. The construction and maintenance of primary roads are the basic responsibility of the territorial Government through the District Administration. District governments are responsible for roads designated as secondary, and municipal governments for local roads not designated as either primary or secondary. Private bus companies operate in Truk, the Marshalls, Palau, Ponape and the Marianas. The

Saipan Bus Company, the largest of these companies, operates a fleet of six modern diesel-powered buses providing scheduled service to all points on the island, and has a contract with the Government to provide a subsidy for student transportation.

93. Three Micronesians on government scholarships have completed a three-month course in automotive repair at the East-West Center in Hawaii. The number of personnel studying automotive repair and related fields was to be increased in 1969. Micronesian personnel were also taking part in on-the-job training programmes. During the year under review, six young men studied new vehicle assembly in the central repair section of the Department of Public Works and students took part in similar programmes sponsored in some districts by the agencies of the United States Office of Economic Opportunity.

94. The Special Representative informed the Trusteeship Council at its thirty-sixth session that one of the greatest obstacles to Micronesian progress for many years had been the lack of facilities to communicate adequately and quickly with the rest of the world, and even from district to district. He was especially glad to report that, at a total expenditure of \$2.5 million, a modern communications system designed by engineers of the Federal Aviation Agency would link all six districts by September 1970. The most important part of the system - a voice link with Guam, and from there to the rest of the world - was to be in operation by the end of June 1969.

95. The Trusteeship Council, at its thirty-sixth session, noting the vital importance of transport and communications in every aspect of the Territory's life, and the progress made in air and sea transportation and telecommunications during the past year, nevertheless urged the Administering Authority to expand these services and to pay further regard to links between district centres and their outlying islands and to road communications on the islands.

#### Social and educational conditions

96. Social and educational conditions in the Trust Territory of the Pacific Islands are described in documents T/L.1144 and Add.1 and 2 and T/L.1148, and will be included in the report of the thirty-sixth session of the Trusteeship Council to the Security Council (S/9400).

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered the Trust Territory of the Pacific Islands at its 99th, 100th and 102nd to 104th meetings between 19 August and 9 October 1969 (see A/AC.109/SC.3/SR.99, 100, 102, 103, 104).
2. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex I to this chapter):
3. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories (see A/AC.109/FV.667-670).

B. ADOPTION OF THE REPORT

4. Having considered the situation in the Trust Territory, and having heard statements by the Administering Authority, the Sub-Committee adopted its conclusions and recommendations a/ on the Trust Territory at its 104th meeting, on 9 October, subject to a general reservation entered by the representative of the United States of America regarding all the conclusions and recommendations.
5. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.605.

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body with the oral revision referred to in paragraph 5 of the present chapter. These conclusions and recommendations, as revised, are reproduced in paragraph 9 of this chapter.

## CHAPTER XX

### PAPUA AND THE TRUST TERRITORY OF NEW GUINEA, AND THE CCCOS (KEELING) ISLANDS

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to refer Papua and the Trust Territory of New Guinea, and the Cocos (Keeling) Islands to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 718th, 719th and 721st meetings, on 20, 21 and 29 October.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII), of 20 December 1968, as well as other resolutions of the General Assembly, particularly resolution 2427 (XXIII) of 18 December 1968 on the question of Papua and the Trust Territory of New Guinea, and resolution 2430 (XXIII) of 18 December 1968 concerning twenty-four Territories including the Cocos (Keeling) Islands. By operative paragraph 5 of resolution 2427 (XXIII), the General Assembly requested the Special Committee "to continue to examine this question and report thereon to the General Assembly at its twenty-fourth session". By operative paragraph 7 of resolution 2430 (XXIII), the General Assembly requested the Special Committee "to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution". Further, it took into account the report of the Trusteeship Council at its thirty-sixth session to the General Assembly concerning the Trust Territory of New Guinea. 1
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on action previously taken by the Special Committee, the General Assembly and the Trusteeship Council, as well as on the latest developments concerning the Territories.
5. In addition, the Special Committee had before it the following written petitions concerning Papua and the Trust Territory of New Guinea:
  - (a) Cable dated 10 February 1969 from Mr. Richard Pape, Principal Publication Officer, Department of Information, Port Moresby (A/AC.109/PET.1060);
  - (b) Cable dated 8 August 1969 from Mr. Paul Marsh and others (A/AC.109/PET.1112);
  - (c) Cable dated 8 August 1969 from the National Union of Australian University Students and other organizations (A/AC.109/PET.1113);

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1/ Official Records of the General Assembly, Twenty-fourth Session, Supplement No. 4 (A/7604).

(d) Letter dated 2 August 1969 from Miss Fiona O'Beirne (A/AC.109/PET.1117);

(e) Letter dated 5 August 1969 from Mr. R.J. Wilding, Secretary, South Coast District Committee, Communist Party of Australia (A/AC.109/PET.1118);

6. In accordance with established procedures, the representative of Australia, as the administering Power concerned, participated in the work of the Special Committee at the invitation of the Chairman.

7. At the 718th meeting, on 20 October, the Rapporteur of Sub-Committee II, in a statement to the Special Committee (A/AC.109/FV.718), introduced the report of that Sub-Committee concerning Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands (see annex II to this chapter). At the same meeting, the representative of Australia made a statement (A/AC.109/FV.718).

8. At the 719th meeting, on 21 October, the representative of the Union of Soviet Socialist Republics made a statement in which he suggested amendments to sub-paragraphs (2), (3) and (4) of paragraph 7 of the Sub-Committee's report (A/AC.109/FV.719). Statements on the report were made by the representatives of Iraq and Australia (A/AC.109/FV.719).

9. At the 721st meeting, on 29 October, the Rapporteur of Sub-Committee II, having regard to the suggested amendments referred to in paragraph 8 above, submitted, on behalf of that Sub-Committee, the following oral revision to sub-paragraphs (2), (3) and (4) of paragraph 7 of the report (A/AC.109/FV.721):

(a) In sub-paragraph (2), in the first sentence, the phrase "While noting the larger role which indigenous members are playing" was replaced by the phrase "While noting the role which indigenous members are playing";

(b) In sub-paragraph (2), the second sentence which read:

"The Special Committee requests the administering Power to expedite and intensify the programme which it has already undertaken for political education of the inhabitants of Papua and the Trust Territory of New Guinea to enable the people to participate fully in the management of their own affairs."

was replaced by the following:

"The Special Committee requests the administering Power to take all necessary steps to enable the inhabitants of Papua and the Trust Territory of New Guinea to participate fully in the management of their own affairs.";

(c) In sub-paragraph (3), the third and the fourth sentences which read:

"In this connexion, it notes that a five-year economic development programme has been in operation in the Territory since 1968. The Special Committee would like to receive more detailed information on the progress of the functioning of this programme."

were replaced by the following:

"The Special Committee notes that a five-year economic development programme has been in operation in the Territory since 1968. It would like to receive more detailed information on the progress of the functioning of this programme."

(d) In sub-paragraph (4), the first sentence, which read:

"The Special Committee notes the progress made in the field of education and training in Papua and the Trust Territory of New Guinea."

were replaced by the following:

"The Special Committee notes the progress made in the field of primary education in Papua and the Trust Territory of New Guinea.";

(e) In sub-paragraph (4), the second sentence, which read:

"It, however, considers that an effort should be made to enable a larger percentage of those eligible to attend school."

was replaced by the following:

"It considers, however, that an effort should be made to enable a larger percentage of those eligible to attend school, and to provide greater facilities for higher education and training."

10. At the same meeting, statements were made by the representatives of the Union of Soviet Socialist Republics, Australia, the United Kingdom of Great Britain and Northern Ireland, the United States of America and Iraq (A/AC.109/FV.721). A further statement was made by the representative of the United Kingdom (A/AC.109/FV.721).

11. At the same meeting the Special Committee adopted the report of Sub-Committee II, as orally revised, and endorsed the conclusions and recommendations contained therein, it being understood that the reservations expressed by certain members as well as the amendments suggested by the representative of the Union of Soviet Socialist Republics would be reflected in the records of the meeting. These conclusions and recommendations are set out in paragraph 13 below.

12. On 30 October, the text of these conclusions and recommendations was transmitted to the Permanent Representative of Australia to the United Nations for the attention of his Government.

## B. DECISION OF THE SPECIAL COMMITTEE

13. The text of the conclusions and recommendations adopted by the Special Committee at its 721st meeting, on 29 October, to which reference is made in paragraph 11 above, is reproduced below:

(1) The Special Committee reaffirms the inalienable rights of the people of Papua and the Trust Territory of New Guinea and of the Cocos (Keeling) Islands to self-determination and independence in conformity with the Declaration contained in General Assembly resolution 1514 (XV).

(2) While noting the role which indigenous members are playing in the House of Assembly in Papua and the Trust Territory of New Guinea, largely as a result of recent constitutional changes and the 1968 general elections, the Special Committee considers that progress towards the implementation of the Declaration contained in General Assembly resolution 1514 (XV) continues to be slow. The Special Committee requests the administering Power to take all necessary steps to enable the inhabitants of Papua and the Trust Territory of New Guinea to participate fully in the management of their own affairs. The Special Committee urges the administering Power to increase its efforts aimed at the localization of the public service.

(3) The Special Committee urges the administering Power to take steps to diversify the economy which is likely to remain primarily agricultural for some time to come. The Special Committee considers that increased emphasis on diversification and industrialization should be so directed as to eliminate the economic dependence of the Territory on the administering Power. The Special Committee notes that a five-year economic development programme has been in operation in the Territory since 1968. It would like to receive more detailed information on the progress of the functioning of this programme. The Special Committee considers that any measures taken to stimulate outside investment should not encourage subsequent dependence on foreign economic interests providing such capital.

(4) The Special Committee notes the progress made in the field of primary education in Papua and the Trust Territory of New Guinea. It, however, considers that an effort should be made to enable a larger percentage of those eligible to attend school. The Special Committee urges the abolition of all forms of discrimination in the educational system and the establishment of an integrated organization of schools and to provide greater facilities for higher education and training.

(5) The Special Committee reiterates its view that visiting missions to Papua and the Trust Territory of New Guinea as well as to the Cocos (Keeling) Islands would enable it to obtain invaluable first-hand experience of conditions in these Territories and acquaintance with the views of the people. This would assist the Committee in finding the speediest and most suitable way of implementing the Declaration in the Territories, in accordance with the freely expressed wishes of the people. The Special Committee therefore urges the administering Power to reconsider its position concerning visiting missions and allow a sub-committee to visit Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands.



ANNEX I\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.586.

A. ACTION PREVIOUSLY TAKEN BY THE SPECIAL COMMITTEE, THE  
GENERAL ASSEMBLY AND THE TRUSTEESHIP COUNCIL

1. The Territory of Papua, the Trust Territory of New Guinea and the Territory of Cocos (Keeling) Islands have been considered by the Special Committee and the General Assembly since 1964. The Special Committee's conclusions and recommendations concerning the Territories are set out in its reports to the General Assembly at its nineteenth, twenty-first and twenty-second sessions. <sup>1/</sup> The General Assembly's decisions concerning Papua and the Trust Territory of New Guinea are contained in resolutions 2112 (XX) of 21 December 1965, 2227 (XXI) of 20 December 1966 and 2348 (XXII) of 19 December 1967. The General Assembly's decisions concerning Cocos (Keeling) Islands are contained in resolutions 2069 (XX) of 16 December 1965, 2232 (XXI) of 20 December 1966 and 2357 (XXII) of 19 December 1967.
2. At its 646th meeting on 31 October 1968, the Chairman of Sub-Committee II, in a statement to the Special Committee (A/AC.109/SR.646), introduced the report of that Sub-Committee concerning Papua and the Trust Territory of New Guinea and the Cocos (Keeling) Islands. At the same meeting, the Special Committee took note of the report of Sub-Committee II which stated, *inter alia*, that, owing to the lack of time, it had not been possible to complete its consideration of these Territories. The Special Committee also decided, subject to any directives the General Assembly might wish to give in that connexion, to continue consideration of the item at its next session.
3. By resolution 2427 (XXIII) of 18 December 1968, the General Assembly reaffirmed the inalienable right of the people of Papua and the Trust Territory of New Guinea to self-determination and independence in accordance with General Assembly resolution 1514 (XV); regretted the fact that the administering Power had not yet fully implemented the provisions of resolution 1514 (XV) and other relevant resolutions relating to Papua and the Trust Territory of New Guinea; called upon the administering Power to implement fully resolution 1514 (XV) and to this end to take the following measures in particular: (a) fix an early date for self-determination and independence in accordance with the freely expressed wishes of the people of the Territories; (b) hold free elections under United Nations supervision on the basis of universal adult suffrage in order to transfer effective power to the representatives of the people of the Territories; requested the administering Power to report to the Trusteeship Council and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples on the action taken in this regard; and requested the Trusteeship Council and the Special Committee to continue to examine this question and to report thereon to the General Assembly at its twenty-fourth session.

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<sup>1/</sup> Official Records of the General Assembly, Nineteenth Session, Annexes, Annex No. 5 (A/5800/Rev.1), chap. XIX, paras. 131-138, 143-151, 155; *ibid.*, Twenty-first Session, Annexes, addendum to agenda item 23 (A/6300/Rev.1), chap. XIX, para. 73; A/6700/Add.13, chap. XX, para. 98.

4. By resolution 2430 (XXIII) of 18 December 1968, which concerned twenty-four Territories, including the Cocos (Keeling) Islands, the General Assembly approved the chapters of the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples relating to these Territories; reaffirmed the inalienable right of the peoples of these Territories to self-determination and independence; called upon the administering Powers to implement without delay the relevant resolutions of the General Assembly; reiterated its declaration that any attempt aimed at the partial or total disruption of the national unity and the territorial integrity of colonial Territories and the establishment of military bases and installations in these Territories was incompatible with the purposes and principles of the Charter of the United Nations and of General Assembly resolution 1514 (XV); urged the administering Powers to allow United Nations visiting groups to visit the Territories and to extend to them full co-operation and assistance; decided that the United Nations should render all help to the peoples of these Territories in their efforts freely to decide their future status, and requested the Special Committee to continue to pay special attention to these Territories and to report to the General Assembly at its twenty-fourth session on the implementation of the present resolution.

5. The Trusteeship Council, at its thirty-sixth session in May and June 1969, completed its examination of the annual report of the Administering Authority for the period 1 July 1967 to 30 June 1968 (T/1692).

6. In a letter dated 18 June 1969 (A/AC.109/332), the President of the Trusteeship Council informed the Chairman of the Special Committee that the Council had adopted a report on the Trust Territory of New Guinea for submission to the General Assembly. <sup>2/</sup> The report contains, in addition to the Trusteeship Council's conclusions and recommendations and the observations of its individual members, detailed information on political, economic, social and educational conditions.

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<sup>2/</sup> Official Records of the General Assembly, Twenty-fourth Session, Annexes, Annex No. 4 (A/7604).

B. INFORMATION ON THE TERRITORIES

1. PAPUA AND THE TRUST TERRITORY OF NEW GUINEA<sup>3/</sup>

Introduction

7. Basic information on Papua and the Trust Territory of New Guinea is contained in the Special Committee's report to the General Assembly at its twenty-third session (A/7200/Add.9, chap. XXIII, annex I, paras. 7-137). Supplementary information is set out below.

General

8. Land and people. At 30 June 1968 the population of Papua and the Trust Territory of New Guinea was as follows:

New Guinea - 1,671,943 (census)	Papua (excluding - 591,993 (census)
5,331 (estimate)	Port Moresby) 6,832 (estimate)
<u>1,677,274</u>	<u>598,825</u>

The indigenous population of Port Moresby, according to the 1966 census, was 32,222. The non-indigenous population of the two Territories was 34,642 in 1968.

9. At the thirty-sixth session of the Trusteeship Council, the Special Representative of the Administering Authority recalled that the social and economic pattern, which for thousands of years had been based on the village unit, was only now beginning to change. One of the Administration's most important aims, he stated, was to foster a sense of national unity. At the opening of the current House of Assembly the previous year, the speaker of the House of Assembly had stressed the importance of the need to unify all the Territory's peoples.

10. A motion declaring that national unity was essential for Papua and New Guinea had been adopted by the House of Assembly in November 1968. A second motion moved in the House in November 1968 sought the appointment of a select committee on national unity to report on a single name for Papua and New Guinea, the form of a national anthem, a national flag and a national symbol. Debate on this motion was to be resumed at the June 1969 meeting of the House of Assembly.

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<sup>3/</sup> This section is based on published reports and on the information on Papua transmitted to the Secretary-General by Australia under Article 73 e of the Charter on 10 September 1968 and on 9 July 1969 for the years ending 30 June 1967 and 30 June 1968 respectively, and information concerning the Trust Territory of New Guinea before the Trusteeship Council at its thirty-sixth session, in particular, the report of the Administering Authority for the period 1 July 1967 to 30 June 1968 transmitted under Article 88 of the Charter (T/1692).

11. At its thirty-sixth session, the Trusteeship Council, although appreciating the problems involved, renewed the expressions of concern stated at its previous session that a sense of nationhood had not yet developed in Papua and New Guinea to any marked degree. It was encouraged that the House of Assembly was taking an active interest in that problem. The Council continued to hope that a single name for the two Territories, a national anthem and a national flag would be adopted. It also strongly supported the request of the House of Assembly that the Administering Authority use every opportunity to inform the people of the advantages of keeping together in a single country.

#### Political and constitutional developments

12. The two Territories are administered jointly under the Papua and New Guinea Act, 1949-1968. The Act, which is administered by the Minister of State for External Territories, provides for the appointment by the Governor-General of an Administrator to administer the government of the Territories on behalf of the administering Power.

13. Following the 1968 amendments to the Act, the former Administrator's Council was replaced by the Administrator's Executive Council. The Council consists of the Administrator, three official members of the House of Assembly appointed by the Minister of State on the nomination of the Administrator, the seven members holding office in the House of Assembly as ministerial members and one additional elected member of the House of Assembly who is not a ministerial member.

14. The function of the Administrator's Executive Council is to advise the Administrator on any matters which he is required by ordinance to refer to the Council for advice and on any matters which he refers to it at his own discretion. The Administrator is not bound to act in conformity with the advice of the Council, but if he fails to act in accordance with that advice, he must provide the House of Assembly with a statement of his reasons. In matters of budget policy and planning, the Council has the final responsibility within the Territory for advising the Administrator. According to the administering Power, the Council is the principal instrument of policy for the executive government of the Territory.

15. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the Administrator's Executive Council was envisaged as playing an increasingly important role in the development of policy in the Territory, as well as in major administrative decisions. In addition to the present statutory provisions requiring the Administrator to seek the advice of the Council, there had been and would continue to be a progressive enlargement of the range and significance of matters brought before it for consultation. The Council had met twenty-nine times between July 1968 and March 1969, and the Administrator had maintained the closest possible contact with it. A meeting of the Council had been held at Goroka in the Eastern Highlands as a practical demonstration that government was a national concern, and further meetings in other regional centres were under consideration.

16. The 1968 amendments to the Papua and New Guinea Act also provide for the appointment of ministerial members, seven in number, and up to ten assistant ministerial members from elected members of the House of Assembly. Ministerial office-holders are appointed by the Minister for External Territories from a

list drawn up in consultation between a House of Assembly Nominations Committee and the Administrator and approved by the House. Ministerial members represent their departments. Assistant ministerial members work with departmental heads on specified areas of departmental responsibility and carry out duties of a ministerial nature.

17. At the thirty-sixth session of the Trusteeship Council, Mr. Mathias Toliman, ministerial member and Special Adviser to the Special Representative, stated that work as ministerial members was giving them the experience they needed in the work and function of government, and they must have this experience before taking on further responsibilities. They considered that they were exercising an important degree of executive authority in the running of the government. In addition to the responsibilities they had in their own departments, they participated in the Administrator's Executive Council in the discussion of a large number of important questions concerning the government of the Territory. In this way, they were able to tell the Administrator what members of the House of Assembly were thinking and what people in all parts of Papua and New Guinea were saying. They knew what the people of Papua and New Guinea were asking for and what they regarded as matters of highest priority.

18. At the same session, the Trusteeship Council noted these constitutional developments but stated that it continued to believe that the level of responsibility given to Papuans and New Guineans must increase and that further steps must be taken as soon as feasible to broaden the real financial responsibility of the House of Assembly.

19. A 1966 amendment to the Papua and New Guinea Act provided for a new composition of the House of Assembly and since the elections of February-March 1968, the total membership of the House has been ninety-four, consisting of eighty-four elected and ten official members. General elections are held in the Territories every four years, on the basis of universal adult suffrage and a common roll. The Territory of Papua and the Trust Territory of New Guinea is divided into sixty-nine open and fifteen regional electorates. Every elector is entitled to vote both for the open and for the regional electorate for which he is enrolled. Candidates who stand for election in regional electorates must possess a minimum educational qualification.

20. From July 1967 to June 1969, formal assent was given to 148 bills which were adopted by the House. No bills were disallowed. Assent was withheld from one bill, a private member's bill on arbitration in the public service. This bill was repealed by the House itself in March 1969 and in its place the House adopted, at the same session, an ordinance on conciliation and arbitration in the public service. Thirteen bills which were passed at the session of the House held in March 1969 were still under consideration.

21. In the year under review, there were nine Assembly committees, including the Budget Committee, which was composed of five elected members without ministerial office. According to the administering Power, the Budget Committee forms a link between the House and the Administration. The Budget Committee advises the Administration on the type of budget as well as on its contents. Ministerial members work jointly with the civil service heads of their respective departments in the preparation of the budget proposals of those departments and the Administrator's Executive Council considers the budget as a whole. Necessary legislation is prepared and presented to the House by the

Administration. The House debates the legislation incorporating the budget, and approves it before it becomes law. The House also has a Public Accounts Committee which keeps a running check on public expenditure.

22. In November 1968, the House of Assembly requested the Administration to appoint a commission of inquiry to examine the electoral system of Papua and New Guinea and its operation up to the present time. The Commission was set up on 2 May 1969. Its terms of reference include: consideration of the workings of the Electoral Ordinance 1963-1967 and in particular the method of compiling the common electoral roll, the question of voting age, absentee voting and the system of voting. The Commission has been directed in this regard to make recommendations on changes in the existing law and practice and will be required to present its report to the Administration by January 1970, or such later date as agreed to by the Administrator.

23. A Research and Information Service for the House of Assembly has also been established, the main function of which is to provide an impartial source of advice on legislation and other matters. It will be the nucleus of a legislative reference and research service for members.

24. The administering Power considers that the present constitutional arrangements are transitional and will be reviewed. The House of Assembly has been watching the operation of the new system closely. In March 1969, Mr. Paulus Arek - who was an adviser to the Australian delegation to the United Nations General Assembly at its twenty-third session - introduced a motion in the House of Assembly for the appointment of a select committee to consider ways and means of preparing and presenting and to draft for consideration a set of constitutional proposals to serve as a guide for future constitutional developments in the Territory. The House was to discuss that motion in June 1969.

25. At its thirty-sixth session, the Trusteeship Council expressed the hope that the House of Assembly would examine fully the present constitutional arrangements for the Territory and study various alternative forms of government open to it, and that in performing this task the House would receive any assistance which it required. The Council also hoped the Administering Authority would continue to broaden indigenous participation in all institutions of government.

26. Political education. A new programme of political education was initiated early in 1969 and will continue until some months before the 1972 elections to the House of Assembly. It is designed especially to provide instruction in the principles and structure of democratic government. It covers involvement in current events and the practical use of political institutions and aims at promoting understanding of the principles of democracy among the people so that they will be better able to form opinions and make judgements. The programme is being brought to villages and small communities and will concentrate particularly on local government councils, women's clubs, youth groups and school pupils. Political education broadcasts are provided in English, Motu, Pidgin and some local languages and special publications on political matters are being used by teachers, senior students, members of local councils and leaders of various groups.

27. The Special Representative informed the Trusteeship Council at its thirty-sixth session that the Administering Authority had continued to emphasize the important aspect of political education by means of travel abroad by indigenous

people, and particularly those active in government. For example, twelve Papuan and New Guinean members of the House of Assembly had undertaken a political education tour of Australia in October 1968, three other Papuans and New Guineans had attended the South Pacific Commission Conference in Nouméa, two members of the House of Assembly had visited several African countries, the ministerial member for public health had attended the South-East Asian Regional Medical Conference of the World Health Organization (WHO) in Manila and the ministerial member for trade and industry had attended the Eighth Annual Tourism Convention in Fiji.

28. The Trusteeship Council, at its thirty-sixth session, commended the action of the Administering Authority in establishing a comprehensive programme of political education as previously recommended by the Council to carry on and complement the programme which had been conducted before the 1968 elections. The Council expressed the hope that all aspects of the political education programme would be continued and expanded and that it would have a beneficial effect in promoting popular understanding of democratic political processes and in developing a sense of national unity.

29. Political parties. The following political parties were in existence at the time of the 1968 elections: the Papua and New Guinea United Pati (PANGU); the Christian Democratic Party; the Territory Country Party; the All Peoples Party; the New Guinea Agricultural Reform Party; and the National Progress Party.

30. The Special Representative informed the Trusteeship Council at its thirty-sixth session that with the exception of the Pangu Pati, these parties had not been noticeably active since the 1968 elections. They appeared to have little formal organization and only a small membership at this stage. The Special Representative recalled that the 1968 Visiting Mission had emphasized that parties in New Guinea were at an early stage of development, without grass-roots organization or organized party campaigns. The Mission had reported that it had sensed in a number of its public meetings that there still existed considerable opposition by many New Guineans to the whole idea of political parties.

31. The great majority of the members of the House of Assembly do not have a formal party affiliation. The Pangu Pati, with eleven members, is the largest party in the House and has been active in a number of matters. Its platform includes home rule leading to ultimate independence, and one name, one country, one people. A group of some sixty members who have no party affiliation have been meeting regularly during the parliamentary session to discuss matters of common interest.

32. Since October 1968, three new small political groupings have been formed in the islands region: the Melanesian Independence Front, which aims at political and economic independence for the islands region, the United Niugini Political Party, which stresses the unity of the Territory, and the United Islands Political Society with aims of working for national unity, and forming an autonomous regional State consisting of the New Guinea Islands within a Papua-New Guinea federation of States, operating under a presidential system.

33. The United Niugini Political Party and the United Islands Progress Society reportedly merged at a meeting near Rabaul in February 1969. The two parties, which claimed a joint membership of 3,056, were to be known as the United Islands Political Society. When they were originally formed, both parties



opposed the secession aims of the Melanesian Independence Front. The Society's president has stated, however, that they would not actively oppose anyone, but would discourage secessionists. Other aims of the new party include a statehood system and unity for the Territories; further development of the New Guinea Islands; more consideration for the area by Canberra and Port Moresby; Australian guarantees for private investment in the Territory, both from overseas and locally and including all races; and better conditions for wage earners.

34. At its thirty-sixth session, the Trusteeship Council expressed concern that only one of the political parties which was active last year had continued to show much noticeable activity in the intervening months. Although appreciating that the basic desire for and support of political parties must come from the people of the Territory, the Council reiterated its belief that political parties could play a significant role both in political education and in developing national cohesiveness, in addition to their essential role in democratic government.

35. Judiciary. According to the administering Power, it has been continuing its policy of transferring the administration of justice to the indigenous population and relocating this function from the Department of District Administration to the Department of Law. A local magistrate training scheme was established at the Administrative College in 1966, and ten indigenous magistrates and thirteen indigenous assistant magistrates have already been appointed. At the Trusteeship Council's thirty-sixth session, the Special Representative stated that as adequate numbers of trained and experienced magistrates became available, public servants who also performed judicial functions would cease to be magistrates.

36. Local government councils. For the year ending 30 June 1968, there were ninety local government councils in New Guinea, representing 1,355,013 people. The total number of councils was one less than in the previous year because some councils had amalgamated. Seventy-three of these were multiracial. In Papua, there were fifty-two local government councils during the same period, representing 503,551 persons. Thirty-three of these councils were multiracial.

37. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that local government council expenditure in New Guinea at 30 June 1968 was \$A2.2 million and that they were expected to spend over \$A3 million in 1968/1969. The proportion of revenue raised locally by the local government councils was 60 per cent. The remainder was received from the Administration in the form of grants or subsidies.

38. The administering Power stated that the local government ordinance under which councils were established provided for a degree of autonomy equivalent to or exceeding that enjoyed by local government councils elsewhere in the world. A council exercised wide powers and undertook a broad range of functions in its area. These powers and functions were limited only by the capacity of the council to raise funds and provide managerial skills. Councils were continually being encouraged to participate more fully in the management of local affairs and to accept greater autonomy. The policy of the administering Power was to encourage the councils to run their own administration as far as possible, contingent on obtaining and training suitable executive staff to meet their needs. When councils requested it, administrative advice and assistance was provided. Since 1966, council representatives have met at annual territorial conferences and at the 1966 conference, the decision was taken to form a Local Government

Association to be an independent organization representing the interests of all councils in Papua and New Guinea. An inaugural meeting of the Association was held in April 1968 and a constitution was adopted.

39. According to the Administering Power, expenditure by local government councils in Papua during the year 1967/1968 amounted to \$A630,156, whereas revenue for the same period was \$A607,365.

40. The Special Representative told the Trusteeship Council at its thirty-sixth session that the Local Government Association which was formed in 1968 helped people to realize that they were one part of a whole country with problems and needs of a national as well as a local nature. The Association's formation demonstrated the Administration's policy of encouraging more independent local government council action and lessening dependence on the resources of the Administration itself. This Association had been established to look after the interests of local government councils, to provide advice when such was sought, and to promote the efficient operation of local government throughout the Territory. The Association met annually and its executive committee had met four times since its inauguration.

41. The Trusteeship Council, at its thirty-sixth session, favoured the emphasis on meeting local expenditures with local revenues to the extent possible, and on having grants from the Administering Authority matched by local funds and efforts. This stress on self-help, in the view of the Council, would significantly enhance the value of the local government councils in terms of political education and the development of self-reliance in the people of the Territory.

42. The Trusteeship Council noted that 20 per cent of the people of the Territory were still without local government councils, and expressed the hope that the Administering Authority would continue its effort to extend this system of local councils to all the people of the Territory as soon as it was feasible.

43. District and town advisory councils. There is a district advisory council in each of the eighteen districts of the Territories. Town advisory councils are non-statutory bodies established to advise the Administration on matters affecting township areas not within the area of a local government council. There are ten town advisory councils in Papua-New Guinea.

44. With regard to district advisory councils, the Trusteeship Council noted that both the 1965 and 1968 Visiting Missions had observed that between the local government councils and the House of Assembly, there were no really representative institutions in the Territory. Recognizing the disadvantages which might be involved in altering the present institutions at the intermediate level, the Trusteeship Council, at its thirty-fifth session, recommended that: (a) district commissioners be required to seek the advice of district advisory councils, before taking certain decisions affecting the various branches of the district administration, and that district advisory councils should also take the initiative in making proposals to the district commissioners; and (b) district advisory councils should be reconstituted to provide for members to be nominated by the local government councils in the district and to provide also for at least one local member of the House of Assembly to be appointed, together with two or three persons chosen for their

contribution to progress in the district. The Trusteeship Council believed that efforts should be made to define more clearly the powers of these reconstituted bodies.

45. As part of a policy of introducing municipal councils in the larger towns of the Territories, the administering Power has been collecting relevant facts and statistical data to serve as a basis for the assessment of possible local sources of revenue for such councils and to define the precise relationships which would be established between the central and local Governments of the Territories and the municipal government bodies.

46. The Administrator, on the advice of the District Commissioner, appoints members of the district advisory councils. The term of appointment of advisory council members is usually two years. An elected member of the House of Assembly may be appointed to the district advisory councils for the district in which he lives provided a vacancy existed. Members of the House of Assembly who are not members of district advisory councils may attend and participate in the proceedings of the council in respect of that portion of their electorate over which the council has jurisdiction.

47. District commissioners are required to seek the advice of the district advisory councils on matters affecting district development and are specifically required to submit district works programmes to the district advisory councils before these are submitted to headquarters in Port Moresby. Items for district advisory council meetings can be placed on the agenda by members of the councils.

48. With regard to the introduction of municipal government in the major centres of population, the Special Representative informed the Trusteeship Council at its thirty-sixth session that the Administering Authority was still actively pursuing the objectives recommended by the 1968 Visiting Mission and the Trusteeship Council but had no new developments to report to the Council. On the question of elected district bodies, the Administering Authority felt that the more immediate need was to strengthen local government councils and to encourage them to assume greater responsibilities, while at the same time fostering a sense of national unity.

49. The Trusteeship Council, at its thirty-sixth session, reiterated its belief that greater emphasis should be placed on the development of local government in the major urban centres, particularly the establishment of popularly elected urban councils. The Council was concerned at the lack of progress in this regard during the period under review and expressed the hope that the Administering Authority would accelerate its efforts to implement the Council's recommendations on this subject.

50. Public service. The public service of the Territories of Papua and New Guinea is constituted under the Papua and New Guinea Act, 1949-1968, and regulated by the Public Service (Papua and New Guinea) Ordinance, 1963-1968. Control of the public service in such matters as the creation and abolition of offices, changes in the classification, designation and duties of officers, the determination of salaries and allowances and the making of regulations and determinations under the ordinance is exercised by the Minister of State for External Territories. The Arbitration (Public Service) Ordinance, 1952-1968, provides for the appointment of a Public Service Arbitrator and the hearing and determination of claims submitted on behalf of officers and employees of the public service.

51. The public service consists of three divisions - the first division which includes departmental heads; the second division which includes positions of an administrative, professional or clerical nature; and the third division covering all officers not included in the first or second divisions. During the period 1967-1969, the numbers of staff classified according to the nature of their appointment status were as follows:

	<u>30 June 1967</u>	<u>30 June 1968</u>	<u>31 March 1969</u>
First, second and third divisions:			
Permanent officers:			
Overseas	1,961	1,773	1,678
Local	7,508	7,747	10,230
Contract officers and employees: <sup>a/</sup>			
Contract officers	1,729	2,132	2,559
Employees	155	104	53
Temporary employees:			
Overseas	2,256	2,390	2,297
Local	<u>3,338</u>	<u>4,319</u>	<u>4,963</u>
Sub-total	16,947	18,465	21,780
Part-time employees	94	104	105
Mixed race employees	<u>94</u>	<u>75</u>	<u>54</u>
	<u>17,135</u>	<u>18,644</u>	<u>21,939</u>

a/ A contract officer or employee is a person recruited on overseas conditions for a specific period.

52. According to the administering Power, the great majority of administration servants have now been absorbed into the public service. The 275 remaining at 30 June 1968 were either educationally unqualified or medically unfit for permanent appointment. In those cases where medical reasons have prevented permanent appointment, the application is kept under review.

53. During the year ending 30 June 1968, the number of local officers appointed to the public service totalled 797. Included in this figure are trainees who completed training at approved institutions during the year.

54. At 30 June 1968, there were 543 local officers and employees occupying positions in the second division and 11,523 local officers occupying positions in the third division. By 31 March 1969, the number of local officers and employees in the second division was 830 - an increase of 287 - and the number of

officers and employees in the third division was 12,229, representing an increase of 706. Altogether, local officers made up 66 per cent of the public service.

55. The administering Power reported that it was pursuing a policy of giving increasing responsibility to local members of the territorial public service. The situation was being kept under continuous review and no new expatriate position had been included in the annual recruitment programmes unless local officers were not available.

56. With regard to the Trusteeship Council's comment at its thirty-fifth session on travel by local officers to newly independent countries, it was reported that several Papuans and New Guineans had already been given the benefit of overseas tours to various developing countries.

57. At the Trusteeship Council's thirty-sixth session, the Special Representative stated that the Administering Authority had continued to give high priority to improving the efficiency of the public service and accelerating the employment of local staff. To carry out this task, a Public Service Board had recently been established. The Board consisted of four members, two of whom were indigenous persons. The four members had the rank of senior civil service heads of departments. One of the indigenous members had been given the specific responsibility of examining the question of accelerating the localization of the public service.

58. The Public Service Board carries out training functions through two separate units - the Training Section and the Administrative College. Training inspection is carried out by the Assistant Inspector (Training) to assess the training needs of each department. The Administrative College implements courses suggested by the Training Section and performs direct teaching duties.

59. The Training Section also processes applications for training and experience outside the Territories for both local and overseas staff. A total of 318 officers performed tours of duty overseas, 228 in Australia and ninety in other countries; seventy-two persons attended professional conferences, twenty attended courses sponsored by the South Pacific Commission and eight attended the East-West Center, University of Hawaii. Twenty officers attended United Nations and World Health Organization (WHO) seminars overseas.

60. The Administrative College was established in 1963 to meet the need for more advanced training of New Guinean and Papuan public servants. During the year under review, 191 students attended seven different courses of one or two years' duration conducted at the college. In addition, eight courses of short duration were conducted with an average attendance of twenty-five officers for each course.

61. During July 1967, the decisions of the Public Service Arbitrator on local officer salaries were implemented in full. This involved the calculation of increased salary levels for all occupations and grades, based on the four "bench marks" set by the Arbitrator, and the consequential reclassification within the local salary structure of every position in the second and third divisions of the public service.

62. In June 1968, the House of Assembly adopted legislation providing for a single salary structure for the public service. The new structure came into operation in August 1969. Under the new arrangements, all positions now carry

only a local salary classification. Additional remuneration for overseas officers, relating in most cases to what they would receive in Australia, is paid by way of special allowance.

63. A recent important development is the introduction of equal pay for the same or like work for indigenous female members of the public service, from 1 July 1969. The decision to introduce equal pay for women follows consideration of a report by a committee under the chairmanship of the ministerial member for labour. The committee took into account social, economic and budgetary implications for the Territory and short-term and long-term implications for private employment. The Administrator's Executive Council has agreed with the committee's findings.

64. Early in 1969 an expert committee was appointed to inquire into the efficiency of the existing Arbitration Ordinance and, in March 1969, the House of Assembly passed an ordinance establishing new machinery for settling disputes and claims in the public service. This new ordinance, which has not yet come into effect, provided for greater flexibility and speed in dealing with employees' claims and for greater use of conciliation processes.

65. Under the new ordinance the present Public Service Arbitrator will be replaced by a Conciliation and Arbitration Tribunal to consist of a chairman, two members - one nominated by the Public Service Board and one nominated by the public service employee organizations - and four assistant members - two nominated by the Public Service Board and two nominated by the public service employee organizations - who will be Papuans and New Guineans. The composition of the tribunal will vary for particular cases.

66. The 1968 Visiting Mission to New Guinea agreed with the Administering Authority's view that the salaries of local public servants in the Territory should have some relationship to the general level of incomes and to the economy of the country. It nevertheless considered that in view of the widespread dissatisfaction over the disparity in salaries between local and overseas officers, something would have to be done to improve the situation as soon as possible. The proposed new arrangements will provide a more satisfactory means of hearing salary claims for all public servants. The Special Representative informed the Trusteeship Council that the existing salary scales had been fixed only after a very long and comprehensive examination of a great deal of evidence produced by the Administration and public service employees, including an examination of the salary structures and salary scales in a number of developing countries.

67. In the field of public service, the Trusteeship Council, at its thirty-sixth session, was pleased to note the major efforts made by the Administering Authority to meet the suggestions made by the Council in its thirty-fifth session. The Council noted with particular approval the introduction of a single salary structure for indigenous and non-indigenous personnel, and the introduction of equal pay for male and female indigenous employees for the same or like work. The Council was also encouraged by the establishment of a Public Service Board to improve the efficiency of the public service and to accelerate localization. The appointment of indigenous persons to two of the four positions on the board was a major step in itself in increasing the indigenous role in the public service. The Council also noted the marked increase in the number of indigenous employees in the second and third divisions. It reiterated its belief that the already substantial effort to replace expatriate officers with properly trained local

personnel must be increased and accelerated. In this regard, the Council was encouraged by the emphasis being placed on education and training in the new development plan and expressed the hope that this effort would produce significant results in the localization of the public service. The Council suggested, as an additional step, that the Administering Authority should work out programmes for definite phases of localization in all departments.

68. Future of Papua and the Trust Territory of New Guinea. The representative of the Administering Authority, at the thirty-sixth session of the Trusteeship Council, quoted from a recent statement by the Minister for External Territories concerning his Government's policy in regard to the future of Papua and New Guinea and its possible future relationship with Australia. On 20 March 1969, the Minister for External Territories had stated in the Australian Parliament that the choice of their future form of government was one for the people of the Territories to make; it was for them to decide the pace of political development and the nature of that development; and that changes which the majority of the people did not want would not be imposed on the Territory.

69. The Minister further stated that it was the people's prerogative to terminate the present status of the Territories and to adopt an independent status if they so wished; and that should the people wish to remain in association with Australia after self-determination, this would require the agreement of the Australian Government of the day. He also stated that it was not known at what time in the future the question of association between Papua and New Guinea and Australia might arise, or whether it would arise. If, however, decisions were required by Australia about the kinds of association that would be acceptable to Australia, those decisions could not be made now. It was his Government's view that they would have to be made at the appropriate time by the Government of the day in the light of the circumstances existing at that time.

70. Mr. Toua Kapena, ministerial member for labour and Special Adviser to the Special Representative, referring to General Assembly resolution 2427 (XXIII), stated that only a small number of people in the Territory had been making definite statements about target dates for self-government or independence. The great majority of members who had been elected in 1968 were taking a cautious approach towards changing the Territory's present status. The issues that the people discussed most frequently with their elected representatives were more schools, more roads, more field service officers to help them improve their living conditions and means of giving their children better advantages. These were the biggest concerns in the Territory at present. In the 1968 elections, only a small number of younger men had talked about target dates for independence.

71. He also stated that he knew that he was speaking for the majority of the members of the House of Assembly when he said that their future was theirs alone and that they did not wish to have other people telling them what to do, or what they should be doing. He stated that the majority of members of the House of Assembly understood that, in accordance with the Charter of the United Nations, the future of the Territory rested with the wishes of the majority of his people

and that when his people had made up their minds about what they really wanted, they would get it. 4/

72. The Trusteeship Council, at its thirty-sixth session, noted with satisfaction the steps taken during the period under review in instituting the new constitutional arrangements and the operation of the system to date. It also noted that attention was already being given in the Territory to the next steps that might be taken in the evolution towards self-determination. The Council noted the statement of the Special Adviser, Mr. Kapena, that the great majority of the members of the House of Assembly were taking a cautious approach towards changing their present status, and that they believed strongly that their future was theirs to decide without interference or direction by others.

73. Nevertheless, mindful of its mandate under the Charter and of the provisions of the Trusteeship Agreement, and bearing in mind the provisions of relevant General Assembly resolutions, including the Declaration on the Granting of Independence to Colonial Countries and Peoples (resolution 1514 (XV) of 14 December 1960) and resolution 1541 (XV) of 15 December 1960, the Council sought to ensure that the people were brought to self-determination as swiftly as feasible.

74. The Council noted the view of the Administering Authority that the choice of their future form of government was one for the people of the Territory to make; it was for them to decide the pace of political development and the nature of that development; changes which the majority of the people did not want would not be imposed on the Territory.

75. At its thirty-fifth session, the Council had endorsed the recommendation of the 1968 Visiting Mission that some firm assurance should be given the people that self-government or independence did not in itself involve cessation of financial and technical assistance from Australia. The Council welcomed the Administering Authority's assurance that Australia would continue to give financial and other assistance to the Territory. The Council considered, however, that more detailed and explicit assurances of assistance would be an important contribution to the ability of the people to exercise their right to self-determination.

76. The Council also noted that the Administering Authority had introduced a new programme of political education in the Territory, but believed, as recommended by the 1968 Visiting Mission, that such a programme should be directed towards explaining future possibilities as well as current institutions. Specifically, the meaning of the terms "independence" and "self-government" needed to be explained, and the experience of other Territories in their evolution from dependent status should be made known. The Council therefore reiterated its endorsement of the Visiting Mission's recommendations with respect to self-determination. Such an effort should increase the understanding and awareness of the people of the Territory regarding the possibilities for their future and thus enable them to make an informed and perhaps earlier decision as to their choice.

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4/ The Permanent Representative of Australia to the United Nations, in a letter dated 30 May 1969 addressed to the Secretary-General, transmitted the text of a resolution adopted on 14 March 1969 by the House of Assembly regarding General Assembly resolution 2427 (XXIII) (A/7564).



## Economic conditions

77. General. The basis of the Territory's economy remains primary production. Agricultural products make up approximately 85 per cent of the total value of exports. Manufacturing industries are of growing significance, and their establishment is being fostered. Intensive mineral exploration and investigation has established the presence of large, low-grade deposits of copper and gold bearing areas. The feasibility of large-scale commercial development is under consideration.

78. One of the greatest problems to be met within the economic advancement of the Territory is that of capital formation. The need has been met in a number of areas by community activity such as co-operative ventures, economic projects organized by local government councils, and loan societies, as well as by loans from special administration funds.

79. At the thirty-sixth session of the Trusteeship Council, the Special Representative of the Administering Authority stated that to meet the targets of the five-year economic development programme of Papua and New Guinea, the Administration had stressed the need to attract greater private investment from outside the Territory. Like all developing countries, the Territory needed an established policy on outside investment to ensure that the interests of the people were safeguarded. He recalled that in September 1966, the House of Assembly had adopted a formal declaration on development capital, providing for various guarantees to investors, and that that declaration had been reaffirmed on 3 September 1968.

80. In March 1969, the Assistant Administrator for Economic Affairs made a statement in the House of Assembly on policy concerning overseas investment. To ensure that the people could express their views on investment proposals through their elected representatives, the Administration would submit appropriate projects to the House of Assembly and consult the Administrator's Executive Council on investment matters. The Administration would welcome investment proposals which contributed to greater employment and training opportunities for the indigenous inhabitants. It favoured the processing of products in the Territory and the establishment of enterprises that would bring about improved public facilities. Particular emphasis would be placed on opportunities for the inhabitants of the Territory to participate in the ownership and management of projects. Where practicable, investors should provide opportunities for significant local equity participation, especially in projects entailing use of the Territory's natural resources.

81. He further stated that there was growing participation by Papuans and New Guineans in the economic development of the Territories. As evidence, he cited the increasing acreage being cultivated by Papuans and New Guineans and their rising share in the production of major export crops. Indigenous production of coffee now accounted for almost two thirds of total production, more than a quarter of copra production and a quarter of cacao production. It was apparent that with the increase in indigenous planting in recent years there would be further significant increases in both total indigenous production of these crops and the indigenous share of over-all production.

82. With regard to aid for Papua and New Guinea after self-government, the Special Representative stated that the Administering Authority had already pledged increased economic aid over the next five years. What would be provided after that could not be stated with any certainty. The Australian Minister for External Territories had said that the Australian grant provided many of the roads, wharves and public utilities, and paid for much of the administration and essential services such as health and education. But, the Australian grant would not always be the major factor on which the development of the Territories would depend. What the people of the Territories did for themselves and the extent to which the country could attract private investment from outside would be key elements. As the Territories advanced, their own efforts and the work of their own people would become the important factors. Aid from Australia would become less important.

83. Economic development plan. A new five-year economic development programme, entitled "Programmes and Policies for the Economic Development of Papua and New Guinea", was announced in the Australian Parliament on 10 September 1968, by the Minister for External Territories. The Minister said that the new programme which envisaged the expenditure of nearly \$A1,000 million by the Administration over five years (1968/1969-1972/1973), took into account many developments in the Territories since 1964. Its objectives were in harmony with those proposed by the Mission of the International Bank for Reconstruction and Development (IBRD). The basic aim was to develop the Territories for self-determination and to ensure that when this stage was reached they would, to the greatest extent feasible, be able to stand on their own feet economically.

84. Under this programme, major emphasis would continue to be placed on greater economic independence through increased production. The programme was based essentially on agricultural industries and provides for rapid advances in the planting of slow-maturing tree crops. The targets of the programme were to be achieved by the substantially increased involvement of Papuans and New Guineans. The administering Power stated that it recognized the need for flexibility and for adapting the implementation of the programme to suit changing circumstances.

85. In education, priority would be given to secondary and tertiary education, with special attention to technical and vocational training. In health, the emphasis would continue to be placed on preventive medicine.

86. The five-year programme was debated in the House of Assembly at the conclusion of which the House, on 28 November 1968, adopted a resolution by which the House noted with satisfaction the five-year economic development programme tabled on 10 September 1968; endorsed the proposed objectives and targets of the programme as a basis for planning; and declared that, on the basis of mutual co-operation between the Australian Government and the House of Assembly and the people of the Territory, it was prepared progressively to increase the Territory's financial self-reliance by raising the level of territorial revenues and loan receipts as much as practicable over the period of the programme.

87. The Special Representative informed the Trusteeship Council at its thirty-sixth session that the Administering Authority recognized the need for some flexibility in implementing a programme of this nature, and for adapting it to meet circumstances which might change in a way not foreseen when the plan had been drawn up. The programme was not perfect and the Administering Authority did not take a rigid attitude concerning its details. The Special Representative stressed that throughout the period of the programme, views and comments expressed on it by the House of Assembly would be given the fullest consideration.

88. The Trusteeship Council, at its thirty-sixth session, welcomed the five-year economic development programme. It believed that this plan was a step which should accelerate the Administration's basic goal of increasing the economic self-reliance of the Territory and thus prepare the way for the meaningful exercise of self-determination. The Council was impressed by the \$A1,000 million level of expenditures envisaged by the plan over the five-year period and by the important dual emphasis on increased production and on increasing the role of the local population in all aspects of the Territory's activities. It also noted the major effort that would be devoted to education and training so as to provide the skills necessary for active participation.

89. The Council noted with approval the Administering Authority's continuing effort to attract the additional capital required for the Territory's development from outside sources, while at the same time continuing its policy of protecting indigenous interests and consulting them as appropriate. The Council was pleased that the Administration had pledged not only to consult the Administrator's Executive Council on investment matters, but had also promised to seek the approval of the House of Assembly for particular projects. It also endorsed the Administration's effort to increase the participation of indigenous personnel in the ownership and operation of such outside ventures. In this connexion, the Council urged the Administering Authority to make an early determination and announcement of plans to establish means whereby the shares already reserved for indigenous personnel in projects such as the New Britain Oil Palm venture and the Bougainville Copper proposal could be placed more directly into the hands of the indigenous people.

90. Public finance. The revenues of Papua and New Guinea are supplemented by a direct, interest-free and non-repayable grant from the Administering Authority. The grant for 1967/1968 was \$A77,594,252 compared with \$A69,783,569 in 1966/1967. Revenues raised within the Trust Territory, excluding loans, amounted to \$A49,900,236 derived chiefly from import tariffs and direct taxation; this sum compared with \$A44,190,209 in 1966/1967. In addition to the direct grant, the administering Power, through government departments and instrumentalities not directly responsible to the territorial Administration, spent \$A31.6 million during 1967/1968 on essential works and services in the Territories of Papua and New Guinea. Of this sum, \$A16.6 million was spent on capital works. This compares with expenditures of \$A36.1 million and \$A24.3 million, respectively, in 1966/1967. Total expenditures in Papua and New Guinea in 1967/1968 amounted to \$A135,680,853, compared with \$A120,048,625 in 1966/1967. At 30 June 1968, the public debt of Papua and New Guinea amounted to \$A33,091,898, compared with \$A25,089,178 at 30 June 1967.

91. The value of Papua and New Guinea's trade continued to rise. Exports totalled \$A70,250,000 in 1967/1968, compared with \$A53,210,000 in 1966/1967. The principal items of export, in terms of value, continued to be coconut products, coffee beans, cocoa, timber products and rubber. Imports rose from \$A125,956,000 in 1966/1967 to \$A145,179,000 in 1967/1968. The main imports were machinery and transport equipment, manufactured goods and articles and food-stuffs.

92. In its first year of operation, the Development Bank approved 500 loans totalling \$A3.7 million. The administering Power reported that the Bank was making every endeavour to reduce its reliance on seconded staff and was pursuing a policy of steadily increasing its local staff as these became available. The Bank would be decentralized as soon as staff was available.

93. A further \$A2.8 million, including \$A270,000 expected to be lent by the International Development Association (IDA), has been made available to the Bank from the 1968/1969 budget. Up to 30 April 1969, the Bank had approved 879 loans for both Papua and New Guinea totalling \$A7,682,000; 654, valued at \$A935,000, were for indigenous inhabitants; 200, valued at \$A4.6 million, were for non-indigenous inhabitants; and 25, valued at \$A2.1 million, were for companies with both indigenous and non-indigenous capital. The Bank has appointed regional development officers at Lae and Rabaul. Its board has met at different centres in the Territory and hoped shortly to open a branch office in the Highlands. It was making efforts to increase its lending to indigenous borrowers, both in number and size of loans. Of the 738 loans approved since June 1968, 616 were for Papuan and New Guineans. The average size of indigenous loans was \$A1,400.

94. Administration expenditure under the five-year economic development programme was expected to increase from \$A155 million in 1968/1969 to \$A235 million in 1972/1973, and to average about \$A200 million a year over the period. The development programme will also require increased Australian financial contributions to the Territory over the period of the programme. The Territory's budget for 1969/1970 includes a grant of \$A87 million from the Australian Government - an increase of 12 per cent over the figure for 1968. The grant represents 57 per cent of the Territory's budget. Forty-three per cent came from revenue raised in the Territory and from loan. The administering Power considers this evidence of the Territory's increasing ability to finance its own development.

95. The Trusteeship Council, at its thirty-sixth session, again welcomed the continued increases by the Administering Authority in its budgetary grant to the Territory, up 12 per cent from 1967/1968 to 1968/1969. It was also encouraged by the decreased percentage of the Australian grant in relation to the total territorial budget, which reflected progress towards economic self-reliance. The Council noted the further increase in the capital of the Development Bank as well as the Bank's efforts to increase local staff and to decentralize its operations as its staff allows. The Council expressed the hope that these efforts would continue at a rapid pace and that both the number and size of loans to indigenous people would increase in the coming years.

96. Land. The present policy of the administering Power adheres to the long-term objective of introducing a single system of land holding throughout the Territory to provide for secure individual registered titles. In March 1969, the Residence (Land Titles) Bill was introduced in the House of Assembly. The purpose of the Bill was to ensure ownership of land in Papua and New Guinea by making certain that the Administration had a good title to "administration land". The areas of land covered by the Bill were scattered throughout both Papua and New Guinea. Some were connected with the oil palm project at Cape Hoskins, the tea schemes in the Wahgi Valley, the coconut scheme at Sowan and the farming scheme in the Sepik. Debate on the Bill was held over to the June meeting of the House.

97. The Trusteeship Council, at its thirty-sixth session, noted the attention which the Administering Authority was giving to the land problem, and, recalling the suggestions of the 1968 Visiting Mission, looked forward to a report on the review being made of the land laws of the Territory.

98. Agriculture and livestock. In 1968, the Territory derived 94 per cent of its export earnings from primary industries, approximately all of that percentage being made up of coconut products, cocoa, coffee, rubber and timber. About half the land under agriculture was cultivated by indigenous inhabitants and their holdings contributed about 40 per cent of the total value of crop production. In the five-year economic development programme, the administering Power envisages that this proportion will be substantially increased. It also envisages that through the production of tea, palm oil and pyrethrum - cash crops introduced in recent years - the rural economy will grow on a more diversified basis than that provided for by the mission of the International Bank for Reconstruction and Development (IBRD).

99. For the year ending 30 June 1968, indigenous growers in New Guinea produced 27,561 tons of copra. This represented 28 per cent of the total copra production. Exports of cacao beans for 1967/1968 amounted to 19,998 tons, of which indigenous farmers produced 4,904 tons. Exports of coffee beans totalled 15,820 tons, of which 10,290 tons were produced by indigenous farmers.

100. Indigenous growers in both Papua and New Guinea produced 34,504 tons of copra for the year ending 30 June 1967, compared with 36,991 at 30 June 1966. Non-indigenous growers produced 85,855 tons at 30 June 1967, compared with 95,332 at 30 June 1966. Indigenous growers produced a total of 5,032 tons of cocoa for the year 1966/1967, compared with 4,132 tons in 1965/1966. Non-indigenous growers produced 16,068 tons in 1966/1967 compared with 15,316 tons in 1965/1966.

101. Of the 5,462 tons of rubber produced in both Papua and New Guinea for the year 1966/1967, indigenous growers contributed only 24 tons.

102. Indigenous growers produced a total of 10,567 tons of coffee for the year 1966/1967, compared with 6,791 tons for 1965/1966. Non-indigenous growers produced a total of 5,577 tons for 1966/1967, compared with 4,235 tons for 1965/1966.

103. The production of pyrethrum is solely in the hands of indigenous farmers. In 1964, there were 264 hectares sown, with 140 tons produced. By 1968 this had increased to about 1,400 hectares, producing 521 tons.

104. The palm oil development project at Cape Hoskins in New Britain has been established as a joint venture between an overseas private company and the Administration. The Administration holds 50 per cent of the equity in the company on behalf of the people of the Territory so that in the future half of the shares in this enterprise may be held by indigenous people. In the meantime, the Administration will receive half of the profits. The overseas company provides half the capital as well as the experience and technical skill in planting and processing oil palm. When the project is fully established, 580 families from different parts of Papua and New Guinea will be settled on fifteen-acre holdings, each associated with an oil palm estate and mill which will be jointly owned by the territorial Administration and the overseas company. Earlier in 1969, applications were called for indigenous people to take up 258 blocks. Seven hundred twenty-two applications were received. There are at present approximately 290 Papuan and New Guinean settlers on the project.

105. There were 44,622 head of cattle on non-indigenous holdings at 31 March 1967, compared with 39,614 in the previous year. An estimated 4,600 head of cattle were owned in 1968 by indigenous people as compared with 3,900 in 1967.

106. The major objective of the five-year programme in the field of livestock is to expand the beef cattle industry as rapidly as possible and to increase indigenous participation. It is planned that non-indigenous lowland leases be concentrated in the Markham, Ramu and tributary valleys to supply the Lae abattoir and along the Papuan coast to supply the Port Moresby abattoir.

107. The Trusteeship Council, at its thirty-sixth session, noted the effort being made by the Administering Authority to increase indigenous participation in the production of major agricultural products, particularly cash crops for export, and urged that this programme be expanded. The Council noted with particular interest the progress being made in the New Britain palm oil project. It was of the opinion that this project combined a number of sound principles such as the attraction of outside capital, protection of indigenous interests, participation by indigenous people, and the introduction of a new cash crop. The Council looked forward to further reports on this project including plans for placing that portion of the project's equity reserved for the indigenous population more directly into their hands.

108. Forests. Forests cover more than 70 per cent of the total area of the Territories. At 30 June 1968, the area under exploitation within the Trust Territory of New Guinea was 373,780 hectares. At the same date, the area exploited in Papua was 256,402 hectares. The timber yield of the Territories was 151 million super feet, valued at \$A14 million.

109. Industries. Industries include boat-building, bakeries, breweries and soft-drinks; the manufacture of barbed wire, nails, steel drums, paint, concrete pipes, fibreglass products, building materials, wooden and steel furniture, twist tobacco, cigarettes, batteries, industrial gases and farm machinery; and general engineering, plumbing and electrical services.

110. The ceramic expert from the International Labour Organisation (ILO) appointed under the United Nations Development Programme (UNDP) has completed his survey of Papua and New Guinea to ascertain the potential for an indigenous ceramics industry. He is now training indigenous potters to produce better quality products suitable for commercial markets. His activities are centred on Madang in New Guinea.

111. In March 1969, the House of Assembly passed legislation to establish a Tariff Advisory Committee to conduct public hearings on applications for tariff protection from enterprises within the Territory.

112. There were 1,840 companies registered under the Companies Ordinance of Papua and New Guinea at 30 June 1968. Of these, 1,532 were local companies and 308 were registered as foreign companies.

113. With respect to the Bougainville copper project, the Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the Administration would receive dividends and royalties in addition to revenue from personal and company taxation. According to current forecasts, it

would receive in excess of \$A50 million in annual revenue by the end of the 1970s. The copper project would therefore contribute substantially to the Territories' economic self-reliance. The people on Bougainville Island would also benefit from attendant development - road-building, utilities, local purchases by the company, increased employment and an opportunity to acquire new skills and attain responsible positions. If the company decided to proceed with the project when the results of the final feasibility study became available in the latter part of 1969, the investment would amount to about \$A250 million. Under the Bougainville copper agreement, the Administration had to provide land for a town and port. The town would be the biggest in Bougainville, and the choice of site therefore had to be suitable to the people. The company had been advised by engineers and town planners, and the Administration by its own field officers, engineers and planners; the foremost consideration had been the people's rights.

114. Tourist traffic rose from 6,000 persons in 1961/1962 to 20,000 in 1967/1968, and it is expected to reach 50,000 by 1972/1973. The tourist industry provides direct employment for 2,000 workers in accommodation and ancillary services. The airlines and tourist companies run package tour schemes. In 1967/1968 the Tourist Board received an administration grant of \$A50,000.

115. The Trusteeship Council, at its thirty-sixth session, noted with interest the description of the Bougainville copper project which was under consideration and expressed the hope that the venture would be undertaken. The Council believed that this joint effort, involving both outside capital and local participation and aimed at developing the Territories' natural resources would prove of substantial benefit to the Territories and their people. As in the case of the palm oil project, it recommended that definite steps be taken to place that portion of the project's shares reserved for the people more directly into their hands.

116. Co-operative societies. In March 1968, there were seven associations of co-operative societies. Co-operative societies numbered 165. Over the past five years, their membership throughout Papua and New Guinea has risen from 85,000 to 110,000 and their turnover from \$A2.3 million to more than \$A6 million. Plans have been made for a co-operative college that will accommodate 150 students, compared with 40 students at the existing Co-operative Education Centre, and provide courses adapted to new business activities by co-operatives in the Territories. A Territory-wide federation of co-operative unions has also been formed.

117. Transport and communications. The Administering Authority informed the Trusteeship Council at its thirty-sixth session that in 1967/1968, \$A11.9 million had been spent on roads and bridges and \$A0.87 million on other transport in Papua and New Guinea, a total of \$A12.77 million. In 1968/1969 \$A14.75 million would be spent on roads and bridges and \$A1.17 million on other transport, a total of \$A15.92 million or an increase of about 24 per cent. There are 5,215 miles of vehicular roads in the Territories.

118. The UNDP has sent a group of consultants to the Territories to analyse present transport facilities and services with a view to improving efficiency and reducing costs of the services. The consultants have carried out their survey, and their report is expected soon. The survey has been estimated to cost \$US647,500 of which \$US489,000 was provided by UNDP and the balance by the Australian Government.

119. The IBRD has provided \$A6.3 million towards the cost of a \$A13.85 million telecommunications project to extend the automatic telephone exchanges at many centres and to improve trunk line services within the Territories. The project, which will take four years to complete, is an integral part of the five-year development plan.

120. The Trusteeship Council, at its thirty-sixth session, noted the continued high priority given by the Administering Authority to develop and improve transport and communications in Papua and New Guinea, and the emphasis placed on this area of endeavour in the five-year development plan.

### Social conditions

121. Racial discrimination. The House of Assembly reportedly broadened the laws against discrimination. The House has amended an ordinance to make it an offence for a person to act in an insulting, provocative or offensive manner toward somebody of a different race or colour. Previously, this had been an offence only on licensed premises, but it would now apply in public places. It would also apply to written or printed material insulting to people of other races and tribes.

122. Labour. There were 68,225 indigenous persons in paid employment in New Guinea at 31 March 1967, and 35,670 in Papua. Private industry employed 49,475 in New Guinea of whom 31,794 were employed in primary production. The Administration and the Commonwealth Government employed 18,750. 5/ Comparable figures for Papua covering the same period were 23,864, 9,237 and 11,806 respectively. In the annual reports under review, the administering Power stated that the numbers of indigenous people engaged in wage employment in recent years had steadily increased. The proportion of wage earners to the estimated adult male indigenous population was now about 20 per cent.

123. At 30 June 1968, the following district staff, both indigenous and expatriate, were employed in New Guinea: 3 regional labour officers, 12 labour inspectors, 11 employment officers, 22 other indigenous staff. In Papua, at the same date, the staff comprised 1 regional labour officer, 5 labour inspectors, 3 employment officers and 4 other indigenous staff. Labour inspectors' regional workshops were held in Port Moresby, Rabaul and Mount Hagen to provide further training in industrial relations and occupational safety.

124. At 31 December 1967, there were fourteen workers' associations in Papua and New Guinea. The total membership for the fourteen associations was 15,307. Later in the year under review, the Staff Association of the Papua and New Guinea Institute of Higher Technical Education was registered as an industrial organization. Other industrial organizations representing workers in the Territories included the Bank Officials' Association, the Public Service Association, the Police Association, the Local Teachers' Association and the Staff Association of the University of Papua and New Guinea.

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5/ Information concerning the number of indigenous workers classified by industry and basis of engagements for the year ending 30 June 1968 is not available. The administering Power has, however, indicated in its current reports that future annual reports will include such new data.



125. Public health. At 30 June 1968, there were 112 administration hospitals in the Territories. Four of these were tuberculosis hospitals, five were leprosy hospitals, one was a combined leprosy and tuberculosis hospital and one was a mental hospital.

126. Also at 30 June 1968, there were forty administration centres, including five rural health centres, providing maternal and child health services. There were also 1,225 village clinic centres serving 3,437 villages with a total population of 613,834. In addition, there were 1,212 aid posts throughout the Territories.

127. In 1967/1968, there were 11,300 hospital beds in the Territories, and 206 government doctors, of whom 43 were Papuan and New Guinean. There was one doctor for every 11,000 members of the population.

128. Missions also maintained hospitals, clinics and aid posts. At 30 June 1968, there were 102 mission hospitals, 210 maternal and child welfare centres and 2,148 village clinic centres run by missions. Missions also maintained 169 aid posts. In their activities in the health field, missions were assisted by the Administration through a system of grants-in-aid, subsidies and by the supply of drugs, dressings, equipment and general stores. The annual report under review stated that there were no private hospitals other than those conducted by missions. There were, however, 10 medical practitioners, 1 dentist and 18 pharmacists registered for private practice in New Guinea, and 9 medical practitioners, 1 dentist, 15 pharmacists and 1 optician so registered in Papua.

129. The Public Health Department and missions maintain a total of 2,857 maternal and child health clinics serving 7,621 villages, with a population of 1.43 million.

130. Dental services were available in 38 administration centres in the Territories, with a staff of 14 dental officers and 41 dental assistants/nurses. The Administering Authority stated that the number of schools included in the School Dental Services had increased from 561 to 601 and the number of children enrolled had increased from 73,200 to 94,000. During the period under review, there were 45 students in the dental training programme: 33 dental officers and assistant students and 12 dental mechanic students.

131. Expenditure on health services during the year 1967/1968 amounted to \$A11,124,235, including \$A167,471 for hospital and medical equipment. Other expenditures by the administering Power on works and services of a capital nature and on the maintenance of hospitals, engineering, water supply and sewerage, as well as the construction of water supply, sewerage, hospital and ancillary buildings amounted to \$A3,204,817. According to the administering Power, local government councils reported an expenditure of \$A230,608 from their own funds, while ascertainable expenditure by missions from their own funds amounted to \$A906,400.

132. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the new Goroka Base Hospital, which had cost nearly \$A3 million and accommodated over 250 patients, had been opened on 9 April 1969. Work had also been started on a psychiatric ward at Taurama Hospital, Port Moresby, and a central tuberculosis laboratory at Lae. The Territory had a comprehensive health service, staffed largely by indigenous personnel. More than \$A14 million was being spent on health services in the current year. A system of small hospital charges, which had been tried earlier,

was being extended to other main hospitals throughout the Territory in March of this year. The purpose of those small charges was to show that health services had to be paid for; however, no one was denied treatment because of inability to pay. Progress continued to be made in malaria control.

133. The Special Representative of the Administering Authority further informed the Trusteeship Council at its thirty-sixth session that during the year the Administration had concluded a basic agreement with the World Health Organization (WHO), which had been giving assistance to the Territory for some years, particularly by means of fellowships.

134. The representative of WHO informed the Trusteeship Council at its thirty-sixth session that the fields in which WHO was mainly involved were malaria, environmental health, public health administration, nursing, health education, dental health, maternal and child health, and education and training. Assistance to the Territories by WHO was apparent from the substantial increases in its budget estimates for this purpose during the last few years. Whereas its financial provisions for 1968 had amounted to \$20,000, the corresponding figures for 1969 and 1970 had been \$61,755 and \$94,235 respectively. In accordance with present needs and local possibilities, the greater part of these provisions was spent on fellowship programmes, in order to provide local personnel with the possibility of specializing abroad. There was in the Territories a large group of diseases, the control of which depended very much on people working together. Self-help was, in short, the key to control and as WHO was aware that health programmes often failed when health workers tried to force them onto people who did not understand what was being done, WHO was placing special emphasis on the health education of the population.

135. The Trusteeship Council, at its thirty-sixth session, noted the continuing emphasis being placed by the Administering Authority on the Territory's health programme and the construction of the new hospital at Goroka. It was pleased to note the agreement between the Administering Authority and WHO and the significant increase in WHO assistance to the Territory, particularly in the form of an expanded fellowship programme. The Council expressed the hope that there would be a steady expansion of health services and that increasing emphasis would be given to public health education.

136. Housing. The Special Representative of the Administering Authority informed the Trusteeship Council at its thirty-sixth session that the first houses of the Papua and New Guinea Housing Commission had been made available to tenants in early 1969. The Commission would encourage its tenants to buy the houses, and would assist other indigenous people in buying and building houses. In 1968/1969, the Administration and the Housing Commission would spend over \$A4 million on the construction of more than 1,000 low-cost houses. Future housing schemes would, as far as possible, be based on racially integrated neighbourhoods.

## Educational conditions

137. An advisory committee on future relationships between mission education and the administration system was appointed by the Minister for External Territories on 7 February 1969. The main tasks of the committee were to advise on improving co-ordination of educational activities of the Administration, missions and local government; to advise on possible changes in mission school teachers' salaries and administration financial support; to consider possible changes in the organization of teaching, including the question of a single teaching service for all schools; and to advise on means of ensuring greater participation by local communities in the planning and financing of primary education. The committee was asked to take into account the educational targets of the economic development programme and the resources available, and the Government's objectives of fostering greater national unity and giving full opportunity to missions to provide for the needs of all desiring a religious education. The committee is expected to present its report in October 1969.

138. In New Guinea, during 1967/1968, the number of administration schools increased from 355 to 358 and the number of pupils enrolled from 53,140 to 56,298, while the number of recognized mission schools decreased from 932 to 923, and enrolments increased from 98,706 to 100,721. Enrolments in exempt mission schools decreased from 30,516 to 28,772. In Papua, the number of administration schools decreased from 172 to 170 for the same period, while the number of pupils enrolled increased from 29,509 to 32,276. The number of recognized mission schools in Papua decreased from 391 to 375 and enrolments decreased from 39,441 to 39,426. Enrolments in exempt mission schools increased from 8,389 to 8,839.

139. In 1968, the total number of children enrolled in primary schools in New Guinea was 173,344. Of these 49,062 were attending administration schools, 95,510 were at recognized mission schools and 28,772 were at mission exempt schools. The total number enrolled in primary schools in Papua at the same time was 73,912. Of these, 27,717 were attending administration schools, 37,356 were at recognized mission schools and 8,839 were at mission exempt schools.

140. Pupils enrolled in primary "A" schools in New Guinea in 1967/1968 numbered 3,512 and those enrolled in primary "T" schools totalled 169,832. In Papua, there were 1,983 enrolled in primary "A" schools and 25,734 in primary "T" schools.

141. In New Guinea, secondary education was provided at 17 administration high schools and 24 mission high schools. In 1968, high school enrolment was 5,060 in the administration high schools and 4,121 in mission high schools, compared with 4,093 and 3,382 in the previous year. In Papua, there were ten administration and ten mission high schools. In the same period, 3,417 were enrolled in administration high schools and 1,718 in mission high schools, compared with 2,999 and 1,390 in the previous year.

142. The Special Representative informed the Trusteeship Council at its thirty-sixth session that under the five-year development programme priority would be given to secondary and tertiary education with special attention to technical and vocational training. At present, there were more than 17,000

children attending secondary schools in Papua and New Guinea, and by 1973 it was planned that there would be 25,750.

143. A UNICEF/UNESCO science teaching project began operations during the year under review. That part of the project relating to secondary schools is aimed at improving the professional competence of science teachers in administration and mission secondary schools and at improving facilities in secondary school laboratories. To this end, UNICEF has allocated \$136,000, of which \$126,000 has been awarded for the supply of science apparatus and tools.

144. Technical education in 1967/1968 was provided at four types of schools vocational, technical high, trade schools and technical colleges. Training in manual arts is also given in administration comprehensive high schools. Enrolment of students at the various types of administration technical schools in New Guinea at 30 June 1968 totalled 1,777. Of this number, 1,046 students were in vocational schools and 731 in technical schools and colleges. There were ten mission technical schools in the Territory with a total enrolment of 378 students. In Papua, during the same period, there were 929 students enrolled in administration technical schools: 446 in vocational schools and 483 in technical schools and colleges. There were also three mission technical schools in Papua with a total of 142 students enrolled.

145. At the Trusteeship Council's thirty-sixth session, the Special Representative stated that vocational centres provided short courses in particular skills in demand in local communities and which would help to raise living standards. Examples of courses offered in these schools were carpentry, building construction, motor maintenance and improvement of water supplies. Types of training and courses varied because of different economic conditions throughout the Territory. The courses were designed for students with standard 6. In 1969, there were 47 vocational centres with a total enrolment of 2,200. It was planned to increase this number to over 5,000 in the next five years.

146. Teacher-training courses are conducted at administration and mission colleges. Administration colleges conduct two-year primary courses, secondary courses of three years' duration and technical courses ranging from six months to two years in length. In 1968, the total enrolment at all teacher-training colleges in the Territories of Papua and New Guinea was 399 in administration colleges and 677 in mission colleges. The corresponding figures for 1967 were 168 and 577.

147. The Goroka Teachers' College was opened in June 1967. The college offers three-year courses for the training of secondary school teachers. The United Nations Special Fund is supplying \$1.5 million over five years, matched by the Government's own expenditure of over \$2.5 million for the buildings, staff, equipment and other costs of operating the college.

148. According to the administering Power, emphasis continued to be placed on the recruitment and training of indigenous teachers, with special courses being held as required to inform teachers of new methods and techniques as well as improving practice in particular areas.

149. At the thirty-sixth session of the Trusteeship Council, Mr. Mathias Toliman, ministerial member for education and Special Adviser to the Special Representative, stated that under the economic development programme, annual intakes for teacher training in Papua and New Guinea would be increased from about 1,000 in 1968 to 1,300 in 1973. Over the period of the programme, 4,000 new teachers would become available for positions in administration and mission schools. The Administration had built its own teacher-training colleges and was supporting the missions in building such colleges. A new mission Teachers' college at Vunakanau near Rabaul, his own electorate, would be opened later in 1969. This institution would eventually train 200 students a year. Another large mission teachers' training college had been proposed at Port Moresby.

150. The University of Papua and New Guinea began operations with a preliminary one-year course in 1966. It offers degree courses in arts, law, science and education. In the current year the university received a grant of \$A3.65 million from the Administration. A permanent council of the university was appointed in November 1968 and it includes two indigenous members. The enrolment was 197 in 1968 and 268 in 1969.

151. A new institution, the Sogeri Senior High School, was opened during the year under review. At present, most of the students coming to the university undertake a year of preliminary study before beginning their formal courses leading to a degree. The Sogeri High School offers a twelve-month course of study designed to replace the preliminary year at the university. In its first year, it had an enrolment of 89 students.

152. The Institute of Higher Technical Education began its first courses in 1967 with an enrolment of 31 indigenous students. The enrolment was 95 in 1968 and 140 in 1969.

153. A diploma course in agriculture was introduced at the Vudal Agricultural College in 1965. Other specialized institutions are the Forestry School, Bulolo, the Papuan Medical College and the Police Training College.

154. Most of the scholarships available for higher education in Australia are offered by the Administration. At present, there are four New Guinean and three Papuan students studying at Australian universities in the faculties of economics, arts, social studies, law and pharmacy.

155. In 1967/1968, expenditure by the Administration on education in New Guinea was \$A10,271,000, compared with \$A9,721,000 for the preceding year. Grants-in-aid provided for mission schools totalled \$A1,528,000, compared with \$A1,405,000 in the preceding year. Mission expenditures from their own funds were \$A2,931,000 in 1967/1968, compared with \$A2,682,000 in 1966/1967. In Papua, departmental expenditure on education rose from \$A4,638,000 in 1966/1967 to \$A4,764,000 in 1967/1968. These figures included grants-in-aid totalling \$A572,000 to missions for educational work, compared with \$A496,000 the previous year. Over the same period, building construction and equipment expenditures increased from \$A638,000 to \$A663,000. Expenditure by missions from their own funds decreased from \$A674,000 to \$A412,000.

156. Expenditure on education for Papua and New Guinea in 1967/1968 was \$A23.5 million and over \$A25 million in 1968/1969. It has been estimated that administration expenditure on education over the five years from 1968/1969 to 1972/1973 would be approximately \$A150 million.

157. The Special Representative informed the Trusteeship Council at its thirty-sixth session that most of the students at tertiary institutions and the university were on full-expense scholarships provided by the Administration.

158. The Adult Education Council was established in 1963 to advise the Administrator on the organization and development of adult education activities, and has continued to function under the chairmanship of the Director of Education. The Council consists of seven officers of the public service, including two indigenous officers and representatives of voluntary organizations. After-school classes for adults are now established in the vernacular, Pidgin or Motu and English. All classes include instruction in arithmetic, general knowledge and current affairs as well as in literacy.

159. At the thirty-sixth session of the Trusteeship Council, the Special Representative stated that the syllabus of primary "A" schools presupposes that English was the mother tongue or the language of communication in the home of the child attending the school. These schools provided education for children of expatriates, many of whom were short-term contract officers with the Administration. The syllabus of primary "T" schools was designed to meet the needs of the indigenous child whose parents did not speak English. The curriculum included the specialized teaching of English as a foreign language, and instruction in social studies, which had direct relevance to New Guinea rather than Australian conditions. Several schools with "A" and "T" syllabuses were now operating. An integrated primary school of 120 pupils was proposed at Waigani, near the university in Port Moresby. In the future planning of schools, especially those in town areas, every prospect of integration would be explored. The problems involved in integrating existing schools, including changes in buildings and equipment, needed further study and as the pressing demand in all areas was for new schools, the abolition of existing "A" schools was unlikely in the near future. The primary schools syllabus was under review with the objective of retaining the best of indigenous achievement and applying it to the pupils' development, while teaching them techniques and experience from other countries.

160. The Special Representative recalled that in 1968 the Council had expressed the view that industrial and commercial firms could contribute to the Territory's development by expanding and intensifying their in-service training and apprenticeship programmes. He informed the Council that the ministerial member for labour had announced an Indigenous Training Incentive Scheme, which would directly subsidize concerns providing special training for employees. Private enterprise was becoming increasingly aware of the need to train more Papuans and New Guineans for higher positions. With the help of the Administration, employers, voluntary organizations and religious missions, increasing numbers of the indigenous inhabitants were being trained overseas.

161. The Trusteeship Council, at its thirty-sixth session, noted that the Administering Authority had continued to make a major effort to improve all aspects of the Territory's educational system. Of particular note was the emphasis on education and training in the Five-Year Development Plan.

162. The Council also noted the creation of an Advisory Committee on the Organization of Education aimed at improving the co-ordination of the activities of both administration and mission schools and of ensuring greater local participation in planning and financing primary education. The Council was of the opinion that the work of this Committee had great importance and looked forward to a report on its findings.

163. The Council further noted that, in addition to the other efforts involved in the successful tertiary education programme, there had been an increased effort to train indigenous teachers. It urged that this effort be continued and expanded. The Council also noted the vocational training programmes both at the lower levels through vocational centres and at higher levels through the technical and secondary schools and expressed the hope that they would be expanded.

164. The Council renewed its recommendation, that the "A" schools be abolished entirely in favour of integrated schools with codifications of the syllabus as needed. The Council, while noting that some "A" and "T" schools had been integrated and further noting the statement of the Special Representative concerning the possibilities of integrating schools to be built in the future, considered that these measures only met part of the problem. It reiterated its belief that the history, culture and traditions of the Territory and surrounding areas should receive substantial emphasis in the curricula of the primary and secondary schools.

## 2. COCOS (KEELING) ISLANDS<sup>6/</sup>

### General

165. The population of the Territory at 30 June 1968 was 622 compared with 631 in the previous year, made up as follows:

<u>Place</u>	<u>Race</u>	<u>Number</u>
West Island	Europeans	139
Direction Island	Europeans	1
Home Island	(Cocos Islanders (Malays))	479
	Europeans	<u>3</u>
	Total	622

<sup>6/</sup> The information in this section has been derived from published reports and from information transmitted to the Secretary-General by Australia under Article 73 e of the Charter on 3 September 1968 and 3 July 1969 for the years ending 30 June 1967 and 30 June 1968.

166. Apart from the Cocos Islanders, Europeans form the other group in the Territory and consist of the Clunies-Ross family, employees of government departments, the Shell Company (Pacific Islands), Limited, Commonwealth Hostels, Ltd. and their families.

167. Government employees are engaged in the administration of the Territory and in administering servicing and technical work associated with the community and aviation facilities on West Island. A small air-sea rescue base is situated on Direction Island.

168. During 1967-1968, there were four births and five deaths among the Cocos Islanders and three births in the European community.

#### Political and constitutional developments

169. The basis of the Territory's legislative, administrative and judicial systems is the Cocos (Keeling) Islands Act, 1955-1966, which is administered by the Australian Minister of State for External Territories.

170. An Official Representative, who is appointed by the Minister under the Official Representative Ordinance, 1955-1961, exercises such powers and performs such functions in relation to the Territory as are delegated to him by the Minister under section 8 of the Cocos (Keeling) Islands Act, 1955-1966, or otherwise conferred on him under the act or by or under any other law of the Territory.

#### Judiciary

171. There were no cases for hearing by courts in either 1966/1967 or 1967/1968.

#### Economic conditions

172. General. The economy of the Territory is based on the aviation and other facilities maintained by the Australian Government and commercial organizations, and on the production and export of copra which forms the staple local industry. Exports of copra during 1967/1968 were 476 tons, compared with 592 tons in 1966/1967.

173. Imports are admitted free of customs duty. The Cocos (Keeling) Islands Act exempts from customs duty goods which are imported into Australia from the Territory provided the goods: (a) are the produce or manufacture of the Territory; (b) have been shipped in the Territory for export to Australia; and



(c) are not goods which, if manufactured or produced in Australia, would be subject to a duty of excise.

174. Public finance. Total revenue amounted to \$A9,120 in 1967/1968, compared with \$A10,802 in 1966/1967. Expenditures for 1967/1968 totalled \$A322,577, compared with \$A152,677 for 1966/1967.

175. Land. In 1967, the Clunies-Ross Estate granted to the Commonwealth permissive occupancy of and access to various areas on Direction and West Islands.

176. Transport and communications. A fortnightly charter service was introduced by two Australian domestic airlines when international commercial air service was withdrawn in March 1967. British International Airways also continues to use Cocos occasionally to refuel its freight and passenger planes operating on charter between the United Kingdom and Australia.

177. A reasonably good unsealed road connects the main settlement area with the jetty and the bulk fuel storage depot, which are situated on the northern tip of West Island, about four and one-half miles from the airport and main settlement.

178. The meteorological station on the Island is the only permanent weather station established in the Indian Ocean by the Commonwealth Bureau of Meteorology. The Ionospheric Prediction Service established on West Island transmits regular reports for use in meteorological forecasting and other scientific activities.

#### Social conditions

179. Housing. On West Island, houses with modern facilities are provided for married personnel. Single men are accommodated in quarters with mess facilities. On Direction Island there are single staff quarters for employees of the marine aviation section of the Department of Civil Aviation.

180. Public health. In 1966/1967, the principle of twice-yearly visits by an Australian dentist was established. In the following year, a dentist accompanied by a dental nurse visited both West and Home Islands in August-December 1967 for twelve weeks and again for the same period in March-June 1968. As a result of the treatment given, the administering Power reported that the dental health of the whole population had reached a high standard.

181. Residents on West and Direction Islands, other than children, are charged for medical, hospital and dental treatment. Services to the Home Island community are provided through the Administration Medical officer at an annual fee of \$A375 per annum paid by the Clunies-Ross Estate. This includes hospitalization of estate personnel.

## Educational conditions

182. There is a primary school on West Island which follows the syllabus of the Western Australian Department of Education. That department provided two teachers and inspected the work of the school. The costs of education, including the provision of teaching materials, are met by the Administration.

183. At 30 June 1968, twenty-six primary pupils were accommodated in the West Island School, five less than in the previous year. In addition, three pupils were following secondary school courses in 1968, while in the previous year, five pupils had attended secondary schools in Australia. The school has two classrooms, one of which was completed in 1966/1967.

184. A school for Home Island children was re-established by the Clunies-Ross Estate early in 1967. Teaching was conducted in Malay, and English was taught as a foreign language. Three classrooms accommodated about forty children of primary school age in its first year and about seventy children in 1967/1968.

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

A. CONSIDERATION BY THE SUB-COMMITTEE

1. The Sub-Committee considered Papua and the Trust Territory of New Guinea and Cocos (Keeling) Islands at its 99th to 101st, 103rd and 104th meetings between 19 August and 9 October 1969, respectively (see A/AC.109/SC.3/SR.99-101, 103, 104).
2. The Sub-Committee had before it the working paper prepared by the Secretariat (see annex I to this chapter).
3. In accordance with established procedure, the representative of Australia, as the administering Power concerned, participated in the work of the Sub-Committee at the invitation of the Chairman.
4. In its consideration of this item, the Sub-Committee took into account the statements made in the Special Committee during the general exchange of views on matters relating to small Territories. (A/AC.109/PV.667-670).

B. ADOPTION OF THE REPORT

5. Having considered the situation in the Territories, and having heard statements by the representative of Australia as the administering Power a/ concerned, the Sub-Committee adopted its conclusions and recommendations on the Territories at its 104th meeting, on 9 October, subject to a general reservation entered by the representative of the United States of America regarding paragraph (5) thereof.
6. The Sub-Committee adopted the present report at the same meeting.

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\* Previously issued under the symbol A/AC.109/L.606

a/ The conclusions and recommendations submitted by Sub-Committee II for consideration by the Special Committee were adopted by the latter body with the oral revisions referred to in paragraph 5 of this chapter. These conclusions and recommendations, as revised, are reproduced in paragraph 11 of this chapter.

## CHAPTER XXI

### BRUNEI

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/537), decided, inter alia, to refer the question of Brunei to Sub-Committee II for consideration and report.
2. The Special Committee considered the item at its 704th and 717th meetings, on 3 July and 2 October.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 December 1968.
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex I to this chapter) containing information on the latest developments concerning the Territory.
5. At the 704th meeting, on 3 July, the Rapporteur of Sub-Committee II introduced the report of that Sub-Committee concerning Brunei (see annex II to this chapter). Following a statement by the Chairman (A/AC.109/PV.704), the Special Committee decided to take note of the report.

#### B. DECISION OF THE SPECIAL COMMITTEE

6. At its 717th meeting, on 2 October, the Special Committee, on the proposal of the Chairman, decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of the item by the Fourth Committee and, subject to any directive which the General Assembly might give in that connexion, to consider the Territory at its next session.

## ANNEX I\*

### WORKING PAPER PREPARED BY THE SECRETARIAT

#### INFORMATION ON THE TERRITORY<sup>a/</sup>

##### Introduction

1. Basic information on Brunei is contained in the report of the Special Committee to the General Assembly at its twenty-third session. <sup>b/</sup> Supplementary information is set out below.

##### Political and constitutional developments

2. The Sultan, Hassanal Bolkiah, was crowned by his father, Sir Omar Ali Saifuddin, in a ceremony on 1 August 1968. Sir Omar had abdicated in October 1967.

##### Economic conditions

3. The mainstay of Brunei's economy is the oil industry. Approximately 94 per cent of the total exports in 1967 consisted of crude oil. Oil wells are operated by the Brunei Shell Petroleum Company (formerly the British Malayan Petroleum Company). The Sunray Borneo Company, a joint company of the Clark Oil Corporation, is also engaged in prospecting. In 1967 there were 550 wells in operation and total production of crude oil amounted to 38,023,000 barrels, representing an increase of 3,396,800 barrels over 1966. This crude oil production was valued at \$B237,559,489 <sup>c/</sup> in 1967, compared with \$B213,200,000 in 1966. In addition, natural gasoline production amounting to 552,558 barrels was valued at \$B3,177,864 and natural gas production amounting to 2,633 million cubic metres was valued at \$B954,160. Other main exports in 1967 were rubber, valued at \$B577,299 and sawn timber valued at \$B149,260. The total exports were valued at \$B241,250,816 in 1967. In the same year, imports were valued at \$B137,669,321. The chief imports are, in order of decreasing value, machinery and transportation equipment, foodstuffs, chemicals and drugs, beverages and tobacco and mineral fuels, lubricants and related materials.

\* Previously issued under the symbol A/AC.109/L.551 and Corr.1.

<sup>a/</sup> This section is based on published reports and on information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under Article 73 e of the Charter on 8 July 1968 for the year ending 31 December 1967.

<sup>b/</sup> A/7200/Add.9, chapter XXIV, annex.

<sup>c/</sup> Brunei began to issue its own currency on 12 June 1967. The Malayan dollar continues to be legal tender in the Territory until it is demonetized, but since the devaluation of the pound sterling on 18 November 1967, its value in terms of the Brunei dollar has been reduced to 85.71 cents.

4. Brunei's revenue, which far exceeds its expenditure, is largely derived from mining rents, royalties and taxes imposed on the oil industry. The oil agreement between the Government of Brunei and the Brunei Shell Petroleum Company, signed at the end of 1963, provides for the taxation of the oil company on the basis of equal division of profits. There is no personal income tax, but a tax of 30 per cent is imposed on the profits of companies operating in the Territory. Revenue and expenditure for the years 1967-1969 were as follows:

	<u>(Brunei dollars)</u>		
	<u>1967</u> (actual)	<u>1968</u> (revised estimate)	<u>1969</u> (estimate)
Total revenue	142,235,939	190,529,229	220,335,000
Total ordinary expenditure	104,803,872	130,931,339	124,852,478
Appropriation to Development Fund	40,000,000	58,500,000	85,400,000

5. Notable progress was reported to have been made in the implementation of development projects. These projects involve the planning and building of a new airport to accommodate heavy jet aircraft, extension of wharf facilities for coastal shipping in the Brunei River, and the construction of a new deep-sea port at the coastal township of Muara, seventeen miles from Brunei. Following completion of a programme to provide electric power from the natural gas in the Seria oilfields, a generating station began to supply electricity to sub-stations throughout the rural areas. A five-year telecommunications programme was approved at the end of 1967 and the first teleprinter service in Brunei was opened.

#### Social conditions

6. Labour. The labour force totalled 11,736 in 1967, compared with 10,126 in 1966. Of this number, 4,200 persons were employed by the Government in public works; 1,508 by the Brunei Shell Petroleum Company; 615 in saw mills and woodworking; and 212 by rubber plantations.

7. The Brunei Shell Petroleum Company reverted to the use of a monthly payroll for its daily paid workers, with wages ranging from \$B145 to \$B180 per month for unskilled workers and \$B396 to \$B552 per month for skilled artisans.

8. Public health. There are three government hospitals and one company hospital with a total of 407 beds and three dispensaries, two of which are exclusively for out-patients and the third with two beds for less serious cases.

9. The medical and health facilities are staffed by 25 government and four private registered physicians; 36 government and 15 private medical assistants; 53 government and 35 private nurses; 51 government and 26 private midwives; 11 government and 3 private sanitary inspectors; 15 government and 8 private laboratory and X-ray technicians; and one government and one private pharmacist.

10. Expenditure on public health in 1967 amounted to \$B5,444,040, representing approximately 6.5 per cent of the Territory's total expenditure.

#### Educational conditions

11. In 1967, there were 93 primary public schools with an enrolment of 19,414 pupils, compared with 91 schools with 18,066 pupils in 1966. These schools were staffed by 985 teachers, compared with 826 in 1966. There were eight public secondary schools in the Territory in 1967 - the same number as in 1966 - with an enrolment of 4,348, compared to 3,207 in 1966. The number of teachers in these schools rose from 188 in 1966 to 258 in 1967.

12. In 1967 there were 28 independent primary and kindergarten schools (one more than in the previous year), with an enrolment of 7,862 (compared with 7,585 in 1966). The number of independent secondary schools remained at 11, while enrolment in these schools rose from 1,864 in 1966 to 2,173 in 1967. There were 238 teachers in independent primary and kindergarten schools and 111 in secondary schools, compared with 229 and 94 respectively in 1966.

13. Facilities for adult education continued to be expanded in 1967. During the year a total of 2,357 students attended literacy classes.

14. In 1967, of the 384 students who were studying abroad, 224 were holders of government scholarships.

15. Recurrent expenditure on education amounted to \$B14,515,254 in 1967, compared with \$B12,374,819 in 1966. Capital expenditure was \$D6,495,517, compared with \$B6,612,119 the previous year.

ANNEX II\*

REPORT OF SUB-COMMITTEE II

Rapporteur: Mr. Mir Abdul Wahab SIDDIQ (Afghanistan)

1. At its 659th meeting, on 14 March 1969, the Special Committee referred, inter alia, the Territory of Brunei to Sub-Committee II for its consideration.
2. The Sub-Committee took up the question of Brunei at its 98th meeting, on 27 June 1969 (A/AC.109/SC.3/SR.98).
3. At that meeting, the Sub-Committee took note that, for various reasons since its establishment, it had not given the Territory of Brunei full consideration. The Chairman stated that, in that connexion, she had undertaken consultations with a number of members as well as the Chairman of the Special Committee and there appeared to be a wide measure of support for the view that consideration of the item should take place at plenary meetings of the Special Committee.
4. In the light of the foregoing, the Sub-Committee is of the view that the Territory of Brunei should be discussed in the first instance at plenary meetings of the Special Committee.

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\* Previously issued under the symbol A/AC.109/L.578.



## CHAPTER XXII

### HONG KONG

#### A. CONSIDERATION BY THE SPECIAL COMMITTEE

1. At its 659th meeting, on 14 March 1969, the Special Committee, by approving the fortieth report of the Working Group (A/AC.109/L.537), decided, inter alia, to take up Hong Kong as a separate item and to consider it at its plenary meetings.
2. The Special Committee considered the item at its 715th meeting, on 25 September.
3. In its consideration of the item, the Special Committee took into account the relevant provisions of General Assembly resolution 2465 (XXIII) of 20 September 1968.
4. During its consideration of this item, the Special Committee had before it a working paper prepared by the Secretariat (see annex to this chapter) containing information on the latest developments concerning the Territory.

#### B. DECISION OF THE SPECIAL COMMITTEE

5. At its 715th meeting on 25 September, on the proposal of the representative of Ethiopia, supported by the representatives of Madagascar, the Ivory Coast and the United Republic of Tanzania and following a statement by the Chairman (A/AC.109/FV.715), the Special Committee decided, without objection, to transmit to the General Assembly the working paper referred to in paragraph 4 above in order to facilitate consideration of this item by the Fourth Committee and, subject to any directives which the General Assembly might give in that connexion, to consider the Territory at its next session.



ANNEX\*

WORKING PAPER PREPARED BY THE SECRETARIAT

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\* Previously issued under the symbol A/AC.109/L.581.

# INFORMATION ON THE TERRITORY<sup>1/</sup>

## Introduction

1. Information on Hong Kong is already contained in the Special Committee's report to the General Assembly at its twenty-second session (A/6700/Add.13, chap. XXII, paras. 1-45). Supplementary information was set out in the report of the Special Committee to the General Assembly at its twenty-third session (A/7200/Add.9, chap. XXV, annex, paras. 1-22). Further information is set out below.

## General

2. In 1968, the population was estimated at 3,971,500, compared with 3,877,700 in 1967.

## Constitutional developments

3. There have been no constitutional developments during the period under review.

## Economic conditions

4. The economy of the Territory is industrial and is based on exports rather than on the domestic market. In general, while heavy industry such as ship-building and ship-breaking continues to be important, the Territory relies primarily on the products of its light industries.

5. The textile industry dominates the economy, employing 42 per cent of its industrial labour force; it is also a significant factor in international trade in textiles. Although the manufacture and processing of cotton goods predominates in all sectors of industry, the use of fibres other than cotton is assuming growing significance. The manufacture of garments remains the largest sector within the industry, employing 71,700 workers. The value of clothing exports rose from \$HK2,317 million, <sup>2/</sup> produced by some 1,170 factories in 1967, to \$HK3,014 million, produced by some 1,240 factories in 1968.

6. The second most important industry, the manufacture of plastic articles, produced exports worth approximately \$HK1,035 million in 1968, compared with \$HK833 million in 1967. Exports of transistor radios were valued at \$HK329 million in 1968, compared with \$HK210 million in 1967.

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<sup>1/</sup> Information presented in this section has been derived from published reports and from information transmitted to the Secretary-General by the United Kingdom of Great Britain and Northern Ireland under article 73 e of the Charter on 10 June 1969 for the year ending 31 December 1968.

<sup>2/</sup> One Hong Kong dollar equals \$US0.16.

7. The value of domestic exports totalled \$HK8,428 million in 1968, compared with \$HK6,700 million in 1967. The textile and garment manufacturing industries account for 60 per cent of these exports; exports of miscellaneous manufactured articles, mainly plastic goods and wigs, make up another 22 per cent.

8. Fifty-seven per cent of all domestic exports by value went to the United States and the United Kingdom of Great Britain and Northern Ireland. The United States of America, which remained the largest market in 1968, took 41 per cent by value and increased its purchases by \$HK982 million, or 39 per cent; its total share in the Territory's domestic exports was valued at \$HK3,486 million. The value of all goods sent to the United Kingdom was \$HK1,343 million, or 16 per cent of all domestic exports. The Federal Republic of Germany, which remained the third largest market, purchased goods worth \$HK500 million during 1968.

9. Re-exports were valued at \$HK2,142 million in 1968, compared with \$HK2,081 million in 1967. The principal commodities in the re-export trade were textile fabrics, diamonds, medicinal and pharmaceutical products and crude animal and vegetable materials. During 1968 Japan was the most important re-export market, followed by Indonesia, Singapore, the United States, the Republic of China and the Philippines.

10. In 1968, imports were valued at \$HK12,472 million, compared with \$HK10,449 million in 1967. The principal imports are foodstuffs which were valued at \$HK2,468 million in 1968 and represented 20 per cent of all imports. Other imports were raw materials and semi-manufactured goods imported for use by industry; capital goods such as machinery and transport equipment; and mineral fuels and lubricants. Japan overtook the People's Republic of China as the Territory's principal supplier in 1968, providing 22 per cent of all imports. Textile yarn and fabrics comprised 37 per cent of the imports from Japan. Imports from mainland China, the second largest supplier, accounted for 19 per cent of imports from all sources in 1968 and 49 per cent of all food imports. Imports from the United States increased by \$HK316 million, or 22 per cent. The principal imports from the United States were raw cotton, tobacco, machinery, fruit, plastic materials and medicinal and pharmaceutical products. Imports from the United Kingdom increased by \$HK79 million, or 10 per cent, and were mainly machinery, motor vehicles and textile fabrics.

11. Tourists who visited the Territory numbered 618,410 in 1968, compared with 527,365 in 1967.

12. Hong Kong is financially self-supporting, apart from the cost of its external defence, to which the territorial Government makes a substantial contribution.

13. The Territory's revenue for 1967/1968 totalled \$HK1,900 million, compared with \$HK1,818 million in 1966/1967. Expenditure totalled \$HK1,766 compared with \$HK1,806 million in 1966/1967, of which \$HK348 million was spent on civil engineering, water and building projects under public works non-recurrent heads of expenditure.

14. Revenue and expenditure for 1968/1969 were estimated at \$HK1,952 million and \$HK1,965 million respectively. Revenue was not expected to finance all the capital

expenditure arising from the programme of non-recurrent public works mainly for more schools, medical facilities, housing and roads.

### Social conditions

15. Labour. Available figures on the general employment pattern are those which were shown by the 1966 by-census when it was estimated that more than one third of the million and a half people employed in Hong Kong were engaged in the manufacturing industries. Based on this pattern, the estimated employment figures at the end of 1968 were: 590,380 persons employed in manufacturing; 361,220 in services; 249,860 in commerce; 92,370 in construction; 78,220 in agriculture, forestry and fishing; 102,560 in communications; 14,640 in public utilities; and 4,500 in mining and quarrying. There were also some 5,740 in other work, making an estimated total of 1,499,490 employed.

16. The 1968 returns to the Labour Department showed that 506,753 people were directly employed in factories and industrial undertakings, an increase of 62,781 over the 1967 figure. Those engaged in weaving, spinning, knitting and the manufacture of garments and made-up textile goods numbered 211,791. During 1967, the demand for labour in manufacturing industries appeared to exceed the supply. The plastics industry, which also employs a large number of out workers, remained the second largest employer.

17. Most semi-skilled and unskilled workers in the manufacturing industry are on daily rates of pay, although piece-rates are common. The range of daily wages for the manufacturing industry at the end of 1968 was: \$HK11 to \$HK33 for skilled workers; \$HK6.40 to \$HK24 for semi-skilled; and \$HK5.60 to \$HK14.50 for unskilled workers.

18. The Factories and Industrial Undertakings Ordinance is the basis for the control of hours and conditions of work in industry. On 1 December 1967, amending legislation came into force which reduced the maximum standard working hours for women and young people aged 16 and 17, to nine and a half hours a day and fifty-seven hours a week. The legislation further required that these hours of work be reduced in stages over four years until, by 1 December 1971, the maximum standard will have reached forty-eight hours per week. The Employment Ordinance, 1968, which provides for the protection of wages and lays down requirements for the duration and termination of workers' contracts, became law in September.

19. At the end of 1968, there were 318 registered unions consisting of 251 workers' unions with a total declared membership of 166,653; fifty-four organizations of merchants or employers with a declared membership of 5,866; and fourteen mixed organizations with a total declared membership of 7,769.

20. Public health. The 14,899 hospital beds available in Hong Kong in 1968 (compared with 14,255 in 1967) represented 3.79 beds per thousand of the population. This figure includes maternity and nursing homes, but not institutions maintained by the armed forces. Of these beds, 12,842 are in government hospitals and institutions and in government-assisted hospitals, while the remaining 2,057 are provided by private agencies. Apart from beds assigned to the mentally ill and the treatment of tuberculosis and infectious disease, there are 11,651 beds available for all general purposes; this gives a ratio of 2.97 beds per thousand of the population.

21. In 1968, there were 1,757 registered medical practitioners in the Territory, 373 of whom were registered government medical officers. There were also 126 provisionally registered medical practitioners and 510 government medical officers. There were 470 registered dentists and sixty-five government dental surgeons. The total number of nurses was 4,412, including 1,706 government nurses.

22. Registered live births numbered 82,992 in 1968, compared with 88,171 in 1967. The live birth-rate for the same period fell from 23.0 to 21.1 per thousand of population, and the infant mortality rate fell from 25.6 to 23.0 per thousand live births.

23. Expenditure by the Medical and Health Department for the financial year 1967/1968 was \$HK120,524,934, compared with \$HK112,713,222 for 1966/1967. Medical expenditure for the financial year 1968/1969 was estimated at \$HK134,938,800, or 9.64 per cent of the Territory's total expenditure.

#### Educational conditions

24. At September 1968, there were 133 government schools, twenty-two grant schools, 627 subsidized schools, 1,787 private schools and twenty-five special schools. From October 1967 to September 1968, forty-four schools and extensions were added, all but two aided or private.

25. Total enrolment in primary schools in 1968 was 724,450, compared with 689,561 in 1967. Secondary schools enrolment rose from 235,387 in 1967 to 253,458 in 1968. The number of pupils enrolled at all schools, colleges and education centres totalled 1,133,041 in 1968, compared with 1,041,480 in 1967.

26. In March 1968, there were 30,222 full-time and part-time teachers employed in government and registered day schools, of whom 7,765 were university graduates and 13,942 were trained non-graduates. Another 5,093 teachers were engaged in tutorial, evening and special afternoon classes, and 145 were in special schools. At the end of the 1967/1968 school year the ratio of pupils to teachers in all types of primary and secondary day schools was 31.4 per cent. Classes are planned for a maximum of forty-five pupils in primary and forty in secondary schools.

27. At September 1968, there were 3,814 Hong Kong students pursuing further studies in the United Kingdom, compared with 3,039 in 1967. The number of students arriving in the United Kingdom was 1,176, compared with 1,248 in 1967.

28. Expenditure on education for the year ending 31 July 1968 totalled \$HK306,095,495, compared with \$HK291,903,172 in 1967.